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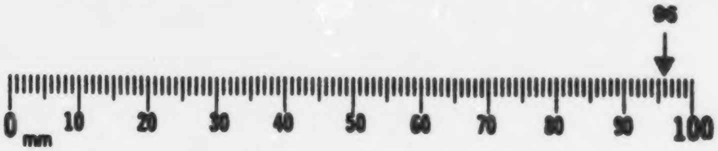
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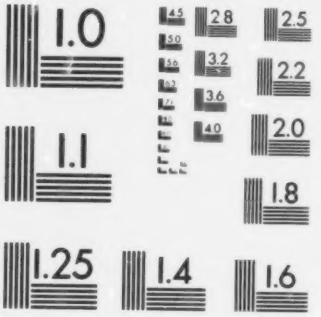
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REPORT OF THE

OTTAWA-CARLETON FRENCH-LANGUAGE EDUCATION ADVISORY COMMITTEE

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ESTABLISHING A
FRENCH-LANGUAGE SCHOOL BOARD

Report of the Ottawa-Carleton
French-Language Education
Advisory Committee

December 1986

Ontario

Ottawa-Carleton
French-language Education
Advisory Committee

Comité d'étude pour
l'éducation en langue française
d'Ottawa-Carleton

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The Honourable Sean Conway
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Dear Mr. Conway:

The members of the Ottawa-Carleton French-Language Education Advisory Committee met the requirements of their mandate and are pleased to submit to you their final report.

Albert Roy

Albert Roy - Chairperson

Roger Guindon, omi

Roger Guindon, o.m.i.

Marlene Catterall

Marlene Catterall - Vice Chairperson

William Townshend

Susan C Braun

Susan Braun

COMPOSITION OF THE COMMITTEE

MEMBERS:

Albert Roy	Committee chairperson; Ottawa lawyer and former member of the Ontario legislature
Marlene Catterall	Committee vice-chairperson; former councillor, City of Ottawa; former president, Association of Municipalities of Ontario; and former secondary school teacher
Susan Braun	Trustee, Lakehead Board of Education; former chairperson, Lakehead Board of Education; and former chairperson, Ontario School Trustees' Council
Dr. Roger Guindon, o.m.i.	Former rector, University of Ottawa; Companion of the Order of Canada
William Townshend	Past director, Waterloo County Board of Education; member, Ontario Council of University Affairs; and former vice-principal, London Teachers' College

STAFF:

Jean Comtois	Committee executive director; regional director, Eastern Ontario Region, Ministry of Education
Roger Brûlé	Regional superintendent of education, Eastern Ontario Region, Ministry of Education
Murray Wood	Education officer, Midnorthern Region, Ministry of Education
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CHAIRMAN'S STATEMENT

Ontario's first school was a French school, established in 1786. Two hundred years later the Ottawa-Carleton French-Language Education Advisory Committee was mandated by the Minister of Education to give advice on how a French-language school board could best be established in the Regional Municipality of Ottawa-Carleton.

The recent granting of governance of French-language education by Francophone trustees in this province is the culmination of a long, at times painful process. If Franco-Ontarians of the present generation are confidently planning the establishment of their own boards, they are doing so with an awareness of the determined efforts of preceding generations.

Three milestones in recent Canadian history helped make this governance a reality: the enactment of the Charter of Rights and Freedoms in 1982; the Ontario Court of Appeal's 1984 decision confirming section 23 as giving Franco-Ontarians control over their schools; and finally, in 1986 the Ontario Government's passage of Bill 75, under the leadership of the Honourable Sean Conway, Minister of Education.

Also, the government decided that, in Ottawa-Carleton, governance be carried out through a French-language school board. With its report the advisory committee hopes to further the educational process in Ottawa-Carleton as well as to ensure the preservation and promotion of the French language and culture in Ontario.

The committee's challenge was to find a way to bring all Franco-Ontarian students in Ottawa-Carleton under one school board, thereby enhancing their language and culture and, at the same time, to safeguard the constitutional rights of Roman Catholic and public school supporters. In meeting this challenge, the committee consulted with the citizens of Ottawa-Carleton and their representatives. The degree of enthusiasm and support will greatly facilitate the establishment of the new school board.

The consensus the committee achieved on all issues and recommendations relating to the new board is a tribute to the dedication of the committee and its competent support staff. The people of Ontario, and especially Franco-Ontarians, have been well served by the committee members and by the support staff under Jean Comtois. Although the members came from different backgrounds and occupations, the committee was able to respond effectively to its mandate.

As a closing note, I would like to add my personal thoughts on our experience. During my thirteen years at Queen's Park as a member of the opposition, I often felt like a spectator in witnessing the slow but gradual realization of a French-language school board for Ottawa-Carleton. After leaving public office I did not expect to be given an opportunity to be so actively involved with the establishment of the Ottawa-Carleton French-Language School Board. For this honour I am deeply grateful to my former colleagues now in government, and especially to the Minister of Education.

December 1986
Ottawa

Albert Roy

PART I

WHY A FRENCH-LANGUAGE SCHOOL BOARD IN OTTAWA-CARLETON?

This report presents the Ottawa-Carleton French-Language Education Advisory Committee's suggestions on establishing for Francophones a school board that respects the religious and linguistic rights guaranteed in legislation.

Part I provides the context for the recommendations in parts II and III. Chapter 1 describes why the advisory committee was created, its mandate, the structure of this report, and the principles on which its recommendations are based. Chapter 2 gives an overview of the historical reasons for the creation of a French-language school board, and the constitutional guarantees for Francophone governance of elementary and secondary education. Chapter 3 describes the character of the Ottawa-Carleton region and its school boards.

1. INTRODUCTION

Since the establishment of the first French-language school in Ontario two centuries ago, Franco-Ontarians have sought and have received various guarantees for education in their own language. What they did not have until a recent decision by the Government of Ontario, however, was governance of French-language education.

On December 12, 1985 the Honourable Sean Conway, Minister of Education, tabled Bill 75 granting Franco-Ontarians governance of education in French as the first language of instruction. On this occasion the Minister also made the historic announcement that a French-language school board, to be administered by Francophone trustees, would be established in the Regional Municipality of Ottawa-Carleton. The board's trustees would be elected in the November 1988 regular municipal and school board election.

The right of Francophones to receive an education in the French language and to govern their schools was guaranteed by section 23 of the Canadian Constitution's Charter of Rights and Freedoms. This right was confirmed on June 26, 1984, by the Ontario Court of Appeal, which ruled that French-speaking citizens are entitled not only "to have their children receive instruction in the French language but also the right to manage and control their own educational facilities."[1] Bill 75, amending the Education Act, and the creation of the French-language school board respond to both section 23 and the Ontario Court of Appeal decision.

A French-language board for Ottawa-Carleton was first proposed by the Mayo Commission, formed in 1974 to study the restructuring of the region's local government. This commission recommended "that a school board for the French-speaking be set up for the whole region, taking children from kindergarten to the end of high school; in the first instance, the board to be denominational; but later at the board's discretion a public sector to be set up".[2]

In 1985, the province decided to establish a French-language school board in Ottawa-Carleton for several reasons. More than any other metropolitan centre in Ontario, the Ottawa-Carleton region functions in both official languages. Moreover, the region's more than 100,000 Francophones as well as the four school boards now responsible for French-language education actively support the establishment of a French-language school board.

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1. See notes pages 144 to 146

Committee Mandate

The appointment of the Ottawa-Carleton French-Language Education Advisory Committee by the Minister of Education on January 23, 1986 was announced to give advice on setting up the new board. The mandate of the committee was to propose a structure for the board that would respect equally the linguistic and religious rights guaranteed in legislation. Recommendations of the committee were to be formulated on the basis that any legislation required to put them into effect would be within the constitutional competence of the Ontario Legislature.

The terms of reference for the committee were to make recommendations on issues related to:

- the structure and composition of the board;
- the qualification, allocation, distribution, number, and election of trustees;
- the qualification and identification of electors;
- financing the new board;
- programs and services.

The committee was also expected to examine how the formation of the French-language board would affect the region's four existing boards, and to advise the Minister of any necessary or desirable changes in the structure and responsibilities of the boards.

Although the committee's mandate did not specifically include an examination of French-language education in Ontario, the committee has provided a historical overview in chapter 2, since it is the background to the recommendations in parts II and III. The demographic character of the region, as well as the number and type of students and schools under the existing four boards, are described in chapter 3.

In Part II, which deals with the establishment of the Ottawa-Carleton French-Language School Board, the committee proposes that the board have two sections for Ottawa-Carleton – one Roman Catholic, the other public. Recommendations on specific aspects of the new board are the subject of chapters 4 to 13.

Implementation of these recommendations must be supported by careful planning, and mechanisms for this process are suggested in Part III. Part IV, the concluding section of the report, discusses issues related to the committee's mandate but not specified in its terms of reference (Appendix A). Appendix B of this report lists the recommendations and Appendix E provides extracts from relevant legislation.

Guiding Principles

In formulating its recommendations the committee was guided by the following basic principles. The committee believes these principles to be an essential starting point for ensuring the success of the complex task of planning and establishing this French-language school board:

EXCELLENCE IN EDUCATION

The provision of a full range of high-quality programs and services is the ultimate goal of the new school board.

EQUALITY OF OPPORTUNITY

Students from the entire Regional Municipality of Ottawa-Carleton should have access to the same quality and choice in education, regardless of which school board or section is providing the service.

EQUITY IN FUNDING

Excellence and equality should not be compromised by present or future funding practices.

PRESERVATION OF CULTURE AND LANGUAGE

The French-language school board should preserve and enhance the French language and culture in the Ottawa-Carleton region.

RESPECT FOR CONSTITUTIONAL RIGHTS

The French-language school board must respect two constitutional obligations: in bringing together Francophone students in the Ottawa-Carleton region the board must respect the right of Roman Catholics to an education based on their faith while also respecting the right of others to a non-denominational education. Such accommodation will enable the French-language school board to achieve diversity within unity.

LOCAL DECISION MAKING

Decisions are best made at the level closest to the people who will be directly affected.

MINIMUM DISRUPTION

The establishment of the French-language school board should cause as little disruption as possible to all persons involved or affected.

Research and Consultation

The committee had the benefit of an extensive range of documents: briefs and reports from groups and associations directly concerned with the creation of the new board, policy documents from the Government of Ontario, and the reports of related commissions (Appendix C and Bibliography).

The committee also consulted with educators, members of the public, and constitutional experts to ensure that all matters were dealt with fairly, equitably and thoroughly. Meetings were held with administrators and trustees of the four Ottawa-Carleton school boards, and with members of the following:

- ° Le Conseil francophone de planification scolaire d'Ottawa-Carleton;
- ° Planning and Implementation Commission (Bill 30, extending separate school systems to Ontario Academic Courses);
- ° Commission on Private Schools in Ontario;
- ° Commission on the Financing of Elementary and Secondary Education in Ontario;
- ° Standing Committee on General Government (Review of Bill 75).

At public hearings the committee heard forty-five briefs and position papers (Appendix C). This information proved most useful, and the committee is aware that a great deal of time and effort went into their preparation.

In addition to holding public hearings, the committee commissioned an opinion survey on the region's existing educational services and the projected establishment of the French-language school board.[3]

The constitutionality of the proposed French-language school board was reviewed by the following constitutional experts: Professor G. Beaudoin, Faculty of Law, University of Ottawa; Professor M. Bastarache, Faculty of Law, University of Ottawa; Professor P. Hogg, Osgoode Hall, York University; and J. Cavarzan, Director, Constitutional Law, Ministry of the Attorney General of Ontario.

The committee also met in New Brunswick with officials of the Ministry of Education, the administrators of a regional French-language school board, and members of l'Association française des conseillers scolaires du Nouveau-Brunswick. The education system of that province was of interest to the committee because school boards in New Brunswick are established solely on the basis of language; there is no constitutional, or legislated provision for religious education in the schools.

A meeting with the Executive Director of Alliance-Québec, an association formed to defend the rights of the English-speaking minority in the province of Quebec helped clarify the committee members' understanding of the current and projected status of minority-language education in that province.

The efforts by the committee to make use of all sources of information and its commitment to hear the opinions and suggestions of all interested groups and individuals produced an extremely varied accumulation of information.

The task of synthesizing this information to arrive at a practical model of the new school board and at a manageable implementation plan was facilitated considerably by two documents submitted to the committee early on in its mandate. A paper prepared by Pierre Foucher, a constitutional expert, Faculty of Law, University of Moncton, New Brunswick, stressed the theoretical and legal aspects of establishing a French-language school board.[4] Building upon Foucher's work, Maurice Lapointe, e.c., Co-ordinator of Teacher Education, Francophone Sector, Faculty of Education, University of Ottawa, presented a detailed plan for a French-language school board designed specifically for the Ottawa-Carleton region.[5]

The innovative work of Foucher and Lapointe was complemented by the timely assistance of Le Conseil francophone de planification scolaire d'Ottawa-Carleton and l'Association française des conseils scolaires de l'Ontario, Région 1. These groups held information sessions about the two documents for board administrators, trustees, other educators, parents, and the public.

The committee is indebted to both associations for their support. Their readiness to share information characterized their participation in the committee's work.

The committee also received excellent co-operation from the four Ottawa-Carleton school boards. On several occasions trustees, administrators, and staff groups met to discuss topics relevant to the establishment of the new board. In addition, the administrators provided the committee with statistics and with documents previously prepared for their boards or in response to the expressed needs of the committee. Their willingness to assist the committee reflects a commitment to the continued welfare of Ottawa-Carleton students.

Beginning in December 1986, Bill 75 will be implemented in school boards across Ontario. On an interim basis, until 1988, the French-language education councils will give French-speaking trustees exclusive jurisdiction over certain aspects of education offered by the boards. In 1988, with the school board elections, French-language sections replacing the councils will provide a permanent structure for governance. In Ottawa-Carleton the change will be even more pronounced since the 1988 election will officially mark the beginning of a French-language school board. French-speaking trustees will assume full responsibility for the educational welfare of the future generations of Franco-Ontarian citizens in Ottawa-Carleton.

2. HISTORY OF FRENCH-LANGUAGE EDUCATION IN ONTARIO

> "A page of history may illuminate
> more than a book of logic"
>
> Brian Dickson
> Chief Justice
> Supreme Court of Canada

It is sometimes difficult to comprehend the events and even the attitudes related to an issue as sensitive and complex as the establishment and governance of French-language schools in Ontario. To understand this issue it is necessary to know something of both the history of French-language education in the province and the rights guaranteed for that education.

In 1786, five years before the creation of Upper and Lower Canada, the first school in what is now Ontario was established. This was a French parochial school at L'Assomption du Détroit, now Windsor.

Early Legislation for Education

The first Education Acts voted by the Legislature of Upper Canada dealt with the "public grammar schools" (secondary schools) in 1807 and "common schools" (elementary schools) in 1816.

Shortly after Upper and Lower Canada were united into one province, in 1841 the new Legislature introduced a "separate school" clause into the Education Act to protect the rights of religious minorities. Because all denominations considered religious education to be important, the clause was passed without much controversy. Enactment of this clause was especially significant to Francophones in Upper Canada because the vast majority were Roman Catholics. Hence the history of French elementary and secondary education in Ontario has been intimately connected with the history of separate schools.

In the schools of Upper Canada the language spoken by the teacher determined the language of instruction. Where the majority of students were German or French, those languages were used.

In 1850 a regulation was issued requiring teachers to have some mastery of English, but Egerton Ryerson, Chief Superintendent of Education for Upper Canada, defended the use of both French and English:

> "...as the French (sic) is the recognized language of the country, as well as the English (sic), it is quite

> proper and lawful for the trustees to allow both languages to be taught in their schools to children whose parents may desire them to learn both."[6]

During the 1850s and 1860s the status of French in schools in Upper Canada did not change. However, in 1863 the Legislature of the Province of Canada hoped to achieve a "final" settlement on separate schools in both Upper and Lower Canada when it passed the Scott Act granting various rights relating to religious education.

In 1866, during the last session of Parliament before Confederation, a bill was introduced to give more protection for the education rights of the Protestants of Lower Canada. A bill was also introduced to amend the Scott Act to give the same guarantees to the Roman Catholic minority in Upper Canada.

Sir John A. MacDonald, to calm the emotions that were threatening to compromise Confederation, decided to withdraw both bills:

> "The minority in both Upper and Lower Canada will be obliged to throw themselves on the justice and generosity of the majority. I feel, however, that their confidence in that justice will not be unfounded. In Lower Canada that has been tried again and again. In Upper Canada it has been comparatively untried, for the separate school system there did not arise till after the Union. But I feel sure that the Protestant Majority of Upper Canada will say that if they are strong they can afford to be just."[7]

With Confederation in 1867, the statutory rights of separate schools in both Upper and Lower Canada were enshrined in section 93 of the British North America Act.

The Quebec Government in 1869 legislated for the Protestant minority educational rights that encompassed elementary school to university, and included full funding. In Ontario similar rights for Roman Catholics (including Francophones) were withheld because the majority sought to resist any action which it thought would undermine the province's basic Anglo-Protestant character.

A Bleak Period, 1880-1960

In the mid-1880s editorials in some Ontario newspapers campaigned against French schools – they were considered part of a French-Catholic "invasion" from Quebec that was threatening Anglo-Protestant Ontario.

On October 17, 1889 a new government policy specified that as of January 1, 1891, all instruction in public schools in the province would be in English. There was only one exception to this ruling: in regions with a large French or German population, reading and writing could be taught in French or German, but the prescribed program was to be taught in English.

The prospects for French-language education were not promising at the turn of the century. Roman Catholic clerical and lay leaders rallied the Francophones in support of bilingual separate schools, where their children received some instruction in French. From 1891 to 1961 the number of these bilingual separate schools increased from 87 to 507, while bilingual public schools declined from 114 to 52.

In Ottawa during this period the relationship between the English-speaking and the French-speaking communities within the separate school board were strained particularly during the elections of separate school trustees. On January 18, 1910 a meeting of Franco-Ontarians adopted a series of recommendations concerning the official recognition of teaching in French as well as in English in schools for Francophones. At the same time, English-speaking Ontarians – including some Roman Catholics, pressured the Minister of Education to abolish the use of French language in all public and separate schools.

Instruction No. 17 (Regulation 17) was passed in June 1912 and slightly modified a year later. This banned the use of the French language in public and separate schools, except in the first year if the children did not know English. French could be taught in the later grades but not for more than one hour per day.

In Ottawa, inspectors who attempted to enforce the regulation were confronted at École Guigues by mothers determined to stop them from entering the school. At other schools parents blocked the front entrance, while the children left with their books by the back door or through the windows.

The protest of such Franco-Ontarian leaders as Samuel Genest and Napoléon Belcourt, the continued pressures of the Francophone community, and the Merchant, Côté and Scott report of 1927 all led to Regulation 17 gradually being put in abeyance after 1927 and eventually repealed in 1944.[8]

Two other events important for French-language education occurred in 1927. One is that the Ontario Government finally recognized officially the École Normale, initiated a few years earlier, by Father Lamoureux, o.m.i. This school trained candidates in French who wanted to become teachers in Ontario. These teachers would now be allowed to use the French language in pupil-teacher communication. The other significant event was the appointment of Robert Gauthier by the government as director of French-language education for the Province.

The judgement in the Tiny Township case of 1926-28 limited the number of French as well as English Roman Catholic students in Grades 11-13 during the next four decades.[9] This decision declared that the provincial government was not constitutionally obligated to fund separate schools beyond Grade 10. Roman Catholics were obligated to pay secondary school taxes to the public boards of education. Only a few private collèges classiques offered secondary school programs partly in French but they did so without access to public funding. These colleges flourished thanks to the devoted teaching and service of the nuns, brothers, and priests who staffed them.

These colleges were, in reality, French-language schools although officially the language of instruction in these colleges was English. In 1961 Latin and French were authorized to be taught in French, and then in 1964, history and geography.

Pressures for Change, 1960-73

Pressures for change mounted in the 1960s. In 1963 the Robarts Plan improved public funding for separate schools. The Royal Commission on Bilingualism and Biculturalism, the Bériault report on French-language schools and the Saint-Denis report on culture, all reinforced the cause of Franco-Ontarians.[10] Finally, in 1968 Premier Robarts announced that funding would begin in 1969 for French-language secondary schools in the public boards of education. French-language advisory committees were also created to advise boards of education on matters concerning French-language education in the secondary schools.

In 1971, at the Constitutional Conference in Victoria, the provincial premiers agreed with Prime Minister Pierre Trudeau that Canadians had the right to be educated in one or the other of the two official languages, "where numbers warrant". Following the election of the Parti Québecois, and in an atmosphere of national uncertainty, this basic right was recognized by the premiers at conferences in 1977 and 1978. After the Quebec Referendum, the right to be educated in English or French was enshrined, in 1982, in the Canadian Constitution, section 23 of the Charter of Rights and Freedoms.

During that same decade, in response to difficulties encountered by Franco-Ontarians in various areas of the province, the Ministerial Commission on French-language Secondary Education recommended the improvement of educational opportunities for Francophone students.[11] The commission suggested that the anglicization of a considerable number of Franco-Ontarians (only 425,000 of 650,000 Francophones spoke French in the home according to the 1981 census) was in large part due to a lack of French-language schools. The momentum for change accelerated.

A Language of Instruction Commission was created in 1973. At the same time, Le Conseil Supérieur (Franco-Ontarian Education Council) was formed within the Ministry of Education under the chairmanship of Dr. Laurier Carrière. Eventually the position of Assistant Deputy Minister responsible for French-language education was created but with only an advisory capacity.

French-Language Governance, 1969-85

The issue of governance of French-language education by Francophone trustees became particularly acute after the restructuring of school boards and the creation of French-language public secondary schools in 1969. The 1,358 school boards, many of which were governed by French-speaking trustees, were reorganized into 192 larger units. As a result, in many areas of the province Franco-Ontarians lost whatever direct control they had had over their schools.

As was noted in chapter 1 of this report, in 1974 the Mayo Commission established by the provincial government to study the restructuring of local government in Ottawa-Carleton, recommended that a French-language school board be established in the region.[12]

Soon after the Mayo Report, a front commun began to press the Ontario government for a French-language school board for Ottawa-Carleton. Leaders of this movement included Gérard Lévesque, a member of the Ottawa Board of Education French-language Education Advisory Committee, Trustee Lucien Bradet of the Ottawa Board of Education, Pierre De Blois, President of the Ottawa-Carleton chapter of l'Association canadienne française de l'Ontario, and Roman Catholic Archbishop J. Aurèle Plourde of Ottawa.

On November 15, 1977 Gérard Lévesque released a document on Why Is a French-Language School Board Needed for the Ottawa-Carleton Region?[13] Support for this board developed quickly within the region's four school boards, the Francophone population, and the local media. Both provincial opposition parties also endorsed the concept of French-language school boards.

Encouraged by this consensus, in March 1978 the members of l'Association française des conseils scolaires de l'Ontario voted unanimously for a French-language school board for Ottawa-Carleton. Several municipal politicians and local councils lent their support to this request.

In 1979 the Ministry of Education rejected the recommendation of the Mayo report but proposed some alternatives, none of which provided direct governance for Francophones.[14] The four Ottawa-Carleton school boards in turn rejected the ministry's recommendations. That same year the French-language trustees and the members of French-language advisory committees of Ottawa-Carleton established Le Conseil francophone de planification scolaire d'Ottawa-Carleton, with Lucien Bradet as president, to study the formation of a French-language school board.

In 1980 Le Conseil francophone de planification scolaire wrote a paper on secondary school education that emphasized the need for continuity of programs and the establishment of a homogeneous French-language school board. It also presented to the Special Joint Committee of the Senate and the House of Commons on the Constitution of Canada a brief expressing opposition to the Ontario Government's proposal to establish linguistic sections for governance in the Ottawa-Carleton boards.

The next year l'Association française des conseils scolaires de l'Ontario, Région 1 again demanded a homogeneous school board and also indicated that it would study all proposals or models respecting the principles of guaranteed representation, by Francophone trustees decision making, financial autonomy, and administrative control.

Premier William Davis rejected the concept of a French-language school board but proposed the creation of a committee with representatives of French-language provincial organizations and the government, to suggest alternatives for French-language governance within the present school system. The committee's report was presented to the premier on April 8, 1982.[15]

In response, the government released on March 23, 1983 a White Paper proposing amendments to the Education Act in conformity with section 23 of the Charter.[16] One of the amendments went beyond the requirements of section 23 in eliminating the restriction "where numbers warrant". School boards would be required to respond to the needs of any French-language students by offering courses in French or contracting out these courses to other boards.

In 1983, frustrated by the many delays on the question of school governance, Franco-Ontarian leaders and organizations initiated a court action in the Ontario Supreme Court. To prevent the inevitable delays of a lengthy court battle over section 23, in October 1983, the Government of Ontario, made a reference to the Ontario Court of Appeal regarding the rights of Franco-Ontarians to govern their own schools. Subsequently, the Premier created the Minority-Language Governance Committee. In February 1984 the committee recommended that more than one model of governance should be prepared for the examination of secondary school boards; and that one of the models would be a homogeneous school board.[17]

The extension of funding to the separate school system at the secondary school level was announced by Premier Davis in a statement to the Legislature on June 12, 1984:

> We must all appreciate that historic benefits must keep up with changing times. Roman Catholic families do not object to paying their share of the cost of an extensive universal non-denominational education system. However, they cannot at the same time accept a logic which argues

> that their taxes should be up-to-date, but their historic benefits should be locked in time.[18]

On June 26 the Court of Appeal rendered its decision on the government's reference concerning French-language governance: the five judges unanimously ruled that sections of the Education Act violated the rights given to Franco-Ontarians under section 23 of the Canadian Charter of Rights and Freedoms concerning access to and availability of education in their mother tongue, and concerning the governance of schools for Francophones by Francophones.

Later that year, the Minister of Education presented an overview of the proposed Bill 160, which was to give governance of French-language schools to Francophone trustees. This bill died on the order paper, since it did not reach the second reading stage before the winter recess of the Legislature.

In 1985 Bill 28 was drafted to give governance of French-language schools to Francophone trustees within existing boards, but it was rejected by both English- and French-language organizations. The new Minister of Education, Sean Conway rescinded the bill, promised new legislation by the end of the year and established a committee to assist in its preparation.

At its October 1985 meeting, l'Association française des conseils scolaires de l'Ontario, Région 1, discussed a draft proposal for a French-language school board.[19] Shortly after this meeting the association recommended to the minister that:

° legislation be drafted to provide for the establishment of a French-language homogeneous board with two panels for Ottawa-Carleton;

° there be enabling legislation to make it possible for other parts of the province to establish French-language governance;

° consideration be given to the drafting of two bills to be introduced simultaneously: one containing the interim measures and the other, permanent measures.

In November 1985 Le Conseil francophone de planification scolaire d'Ottawa-Carleton commissioned the development of a model for a French-language school board responding to the realities of the Ottawa-Carleton region.[20]

In December the Minister of Education tabled Bill 75 on French-language governance and announced that a French-language school board would be created for the Ottawa-Carleton region. On January 23, 1986 the Minister announced that the Ottawa-Carleton French-language Education Advisory Committee, to be chaired by Albert Roy, would recommend a plan for establishing the board in time for the 1988 school board elections.

Constitutional Guarantees for French-Language Education

From its initial meetings, the committee has been guided by two constitutional imperatives:

- Section 23 of the Canadian Charter of Rights and Freedoms (minority language education rights);
- Section 93 of the Constitution Act 1982 (the rights of Roman Catholics to a religious education).

The 1984 judgement of the Ontario Court of Appeal, noted earlier, specified that the rights of the Francophone minority of Ontario to an education in their mother tongue included the right of French-language trustees to assume the governance of French-language schools. The court therefore ruled that the Education Act did not respond to these rights, and Bill 75 was subsequently passed to amend the Act.

Section 29 of the Charter of Rights and Freedoms guarantees religious rights: "Nothing in this Charter abrogates or derogates from any rights or privileges guaranteed by or under the constitution of Canada in respect of denominational, separate or dissentient schools." The rights to denominational (religious) education were originally outlined in the Scott Act of 1863 and then incorporated in section 93 of the 1867 British North America Act. These rights related to the collection of taxes, the hiring of staff, the choice of textbooks, the offering of appropriate programs, and the governance of schools.

Government Challenge

Given these constitutional obligations, the government had several options:

- to establish four French-language school boards in Ottawa-Carleton, two denominational and two public;
- to create two French-language school boards, one denominational, the other public;
- to create one French-language school board bringing all francophone students of Ottawa-Carleton together under one board and providing for Roman Catholic and public education.

In response to the long-standing wishes of the Francophone population of the region, the Government of Ontario decided to bring all Francophones together under one board.

Committee's Challenge

The challenge and responsibility of the committee was thus to propose a structure for a French-language school board that respected equally linguistic and religious rights.

3. PROFILE OF THE OTTAWA-CARLETON REGION

On January 1, 1969 the Regional Municipality of Ottawa-Carleton was formally created by an Act of the Ontario Legislature. The new region, consisting of 16 municipalities covering an area of 2,757 square kilometres, included the City of Ottawa, the Township of Cumberland in Prescott-Russell, and the fourteen municipalities then within Carleton County. Amalgamations and the adjustment of local boundaries have since reduced the number of member municipalities from 16 to 11.

Regional affairs are guided by a regional council composed of mayors and aldermen elected to serve the local municipalities. The council has 32 representatives appointed for a term of three years, each with a single vote in regional affairs, and the size of the member municipalities determines their number of representatives.[21] The chairman is elected by the council members.

Population

In the period 1971 to 1981 the population of Ottawa-Carleton grew from approximately 472,000 to nearly 547,000, while the French-language population increased by 8,000. Between 1976 and 1981, 97% of the total population growth in Ottawa-Carleton occurred in four municipalities: Gloucester, Cumberland, Kanata, and Nepean. The population of the three older urban municipalities - Ottawa, Vanier, and Rockcliffe Park - has been declining since 1971, and by 1981 had dropped by more than 11,000. The majority of the net growth inside the greenbelt took place in new subdivisions in the cities of Nepean and Gloucester, and in the south of Ottawa (Map 3.1).

Between 1971 and 1981 the average household size in Ottawa-Carleton declined from 3.3 persons per household to 2.7. Comparison of population and households between 1971 and 1981 shows that the population of Ottawa-Carleton increased by 16% while the number of households increased by nearly 46% (Table 3.1).

These statistics illustrate that in 1981, the percentage of Francophones compared to the total population went from a high of 63.5% in Vanier to a low of 3.4% in Goulbourn. During the past 25 years, Francophones have moved in substantial numbers from Ottawa to the Orleans area of Gloucester and Cumberland and have also taken up residence across the river in Quebec.

Map 3.1

REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

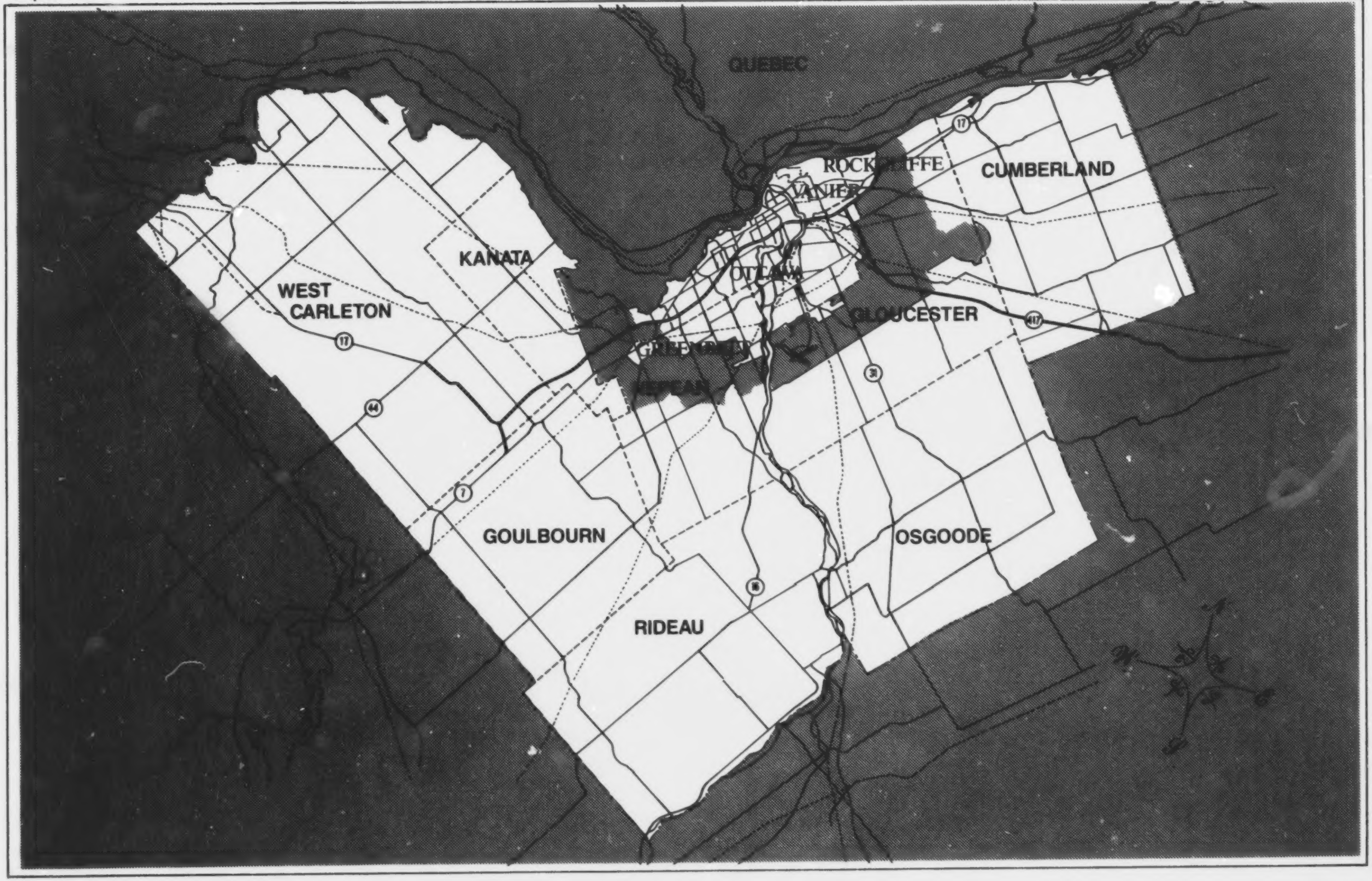

QUEBEC
ROCKCLIFFE
VANIER
OTTAWA
CUMBERLAND
GLOUCESTER
NEPEAN
KANATA
WEST CARLETON
GOULBOURN
RIDEAU
OSGOODE
17
17
44
7
417
31
16

Table 3.1 Population in the Regional Municipality of Ottawa-Carleton (RMOC) and Member Municipalities, 1971 and 1981

Municipality	Total Population		Francophone Population		Francophones as % of Total Population	
	1971	1981	1971	1981	1971	1981
RMOC	471,930	546,849	96,775	104,955	20.5	19.0
Ottawa	302,340	295,163	62,235	57,005	20.5	19.3
Vanier	22,477	18,792	14,945	11,945	66.5	63.5
Rockcliffe Park	2,138	1,869	215	225	10.0	12.0
Cumberland	9,295	16,177	4,200	6,805	45.2	42.0
Gloucester	37,145	72,859	11,475	20,885	30.9	28.7
Goulbourn	5,345	9,559	170	325	3.1	3.4
Kanata	5,825	19,728	150	1,085	2.5	5.5
Nepean	64,605	84,361	3,395	5,305	5.3	6.3
Osgoode	7,755	9,360	*	710	*	7.5
Rideau	4,895	9,052	*	1,140	*	12.6
West Carleton	6,005	9,929	*	370	*	3.7

Sources: Statistics Canada Cats. No. 98-906, 95-715 and No.95-921 [1971-1981 Census].

* Some 1971 data are not available due to changes in the municipal structure.

Uniqueness of the Region

From the House of Commons on Parliament Hill, where national legislation is developed, to the offices of departments and agencies around the region, Ottawa-Carleton has become an increasingly important arena for interaction with government. Within the region are located 40 federal government departments, 400 national organizations, and 125 embassies and diplomatic missions. Canadians of many ethnic groups also give the region a multicultural as well as an international flavour.

There are nearly 5,000 PhDs in Ottawa-Carleton – more per capita than any other major region in Canada. The two universities – the University of Ottawa and Carleton University – are committed to full programs of academic study, and together they accommodate more than 20,000 full time students. Both institutions give special emphasis to research, policy analysis, and professional education - all areas of particular relevance to a governmental, administrative, and high-technology centre like Ottawa-Carleton. Algonquin College of Applied Arts and Technology also enriches the educational opportunities in Ottawa-Carleton by offering a wide variety of programs.

The capital region has a rich and varied cultural life. The National Arts Centre is the focus for theatre, dance, opera, and orchestral music. The National Gallery of Canada is located in the region. Also situated in the area are Canada's national museums: the Museum of Science and Technology, the Canadian Museum of Civilization, the Museum of Natural Sciences, the National Aeronautical Collection, and the National War Museum. There are also local museums, amateur theatres, and art galleries.

The region supports a varied work force. The federal civil service continues to be the main employer in the region. The jobs it provides represent a declining proportion of the total, standing now at under 30%. Tourism ranks as the second largest employment base in the area, and hence there is a need for a skilled work force in the service field. Ottawa-Carleton has a sizeable farming component beyond the greenbelt.

Ottawa-Carleton has established itself as a leader in the field of micro-electronics and is a centre for high technology research and development in Canada. Many locally based companies have a worldwide reputation. The Ontario Centre for Microelectronics is also located here. More than 400 companies employing 28,000 people are involved in research and development, manufacturing, software development, sales, and services. Major breakthroughs in laser technology, data communications, imaging technology, and telecommunications have been achieved by the high-technology industries in Ottawa-Carleton, and their growth is expected to continue.

The region has not been immune to rising unemployment, however the number and percentage of jobless have increased steadily in recent years, exceeding the provincial average in ten of the twelve months between June 1985 and May 1986. The number of employable persons on the welfare caseload grew from 700 in 1976 to 7,690 in April 1986.

In 1981, 10% of all family households (12,125) had incomes under $10,000, and 17% (22,480) had incomes under $15,000. Although the regional population is generally well educated, in 1981 43,595 people were classified as functionally illiterate (having less than a Grade 9 education). In 1985 one out of six children came from a family living below the poverty line (less than $15,000 income), and that these children were at a significant disadvantage in the education system.[22]

Perhaps more than most Canadian metropolitan centres, Ottawa-Carleton functions in both official languages. A comparatively large number of French-speaking citizens is concentrated in the region. There is strong functional bilingualism in the federal civil service and a local commitment to schooling and services in both national official languages.

The Region's School Boards

In 1969 a major reorganization of the province's school boards took place. As a result of this amalgamation of smaller boards, the Ottawa-Carleton region now has two public school boards and two separate school boards: the Ottawa Board of Education, the Carleton Board of Education, the Ottawa Roman Catholic Separate School Board, and the Carleton Roman Catholic Separate School Board.

Two school boards in Ottawa, two in Vanier, and one board in Rockcliffe were combined to form the Ottawa Board of Education. The Ottawa Roman Catholic Separate School Board resulted from the amalgamation of the pre-1969 Ottawa Roman Catholic Separate School Board and two Roman Catholic Separate school boards in Vanier. Eighteen public school boards and a section of the Ottawa Collegiate Institute Board were joined to form the Carleton Board of Education, and twenty-three separate school boards were amalgamated into the Carleton Roman Catholic Separate School Board.

Shifts in Student Population

The student population in the cities of Ottawa and Vanier has shifted significantly to other municipalities of the region. This trend has been compounded by a decline in birth rate, and has resulted in surplus schools in Ottawa and the need for new schools in the Carleton Boards.

The shift in student population can be readily seen in 1972 and 1985 student enrolment data (Table 3.2).

French-Language Education

In 1856, the Ottawa Roman Catholic Separate School Board became the first board to serve the needs of Francophone students in the Ottawa-Carleton region. Since the 1969 reorganization of school boards, most Francophone students of the region have been served at the elementary level by both separate school boards, but more recently, the boards of education have offered elementary education to Francophone children.

At the secondary level some subjects were taught in French as a first language before 1969, but it is only since then that Franco-Ontarians have been able to complete their secondary school education in their mother tongue. The Ottawa and Carleton boards of education have operated French secondary schools since 1969. With the passage of Bill 30, both separate school boards have extended their French-language programs at the secondary level.

Currently, all four school boards in Ottawa-Carleton offer French-language education to a large number of French-language students (Table 3.3).

Features of the Boards in 1985

The Carleton Board of Education serves a large geographic area with a rural, urban and suburban population. More than 22,000 of the students enrolled in the Carleton board's schools are transported to school each day on 645 regular bus routes covering 50,000 kilometres.

The Carleton Board purchases programs and services for 1,500 - 2,000 students. Unlike other boards it favours composite rather than specialized secondary schools. At the elementary level there is an integrated teacher federation.

The Ottawa Board of Education provides special programs in the arts and technological studies to all students in the Ottawa-Carleton region. Its specialized programs in the arts attract Francophone students from different parts of the province. The Ottawa Board of Education is also noted for its French as a second language, special education, and continuing education programs.

Through extensive adult education programs the board has consistently responded to the needs of its constituents in areas of upgrading of employable skills, general education courses and general interest courses in both English and French.

The Ottawa Roman Catholic Separate School Board serves the population of Ottawa, Vanier, and Rockcliffe Park. In the last few years, the board has had to implement a major consolidation of schools because of declining enrolment. In all elementary

Table 3.2 Student Resident Enrolment in Carleton and Ottawa Boards, 1972 and 1985

Students	Carleton		Ottawa	
	1972	1985	1972	1985
Roman Catholic Elementary School	12,184	17,344	26,162	12,067
Roman Catholic Secondary School	*	2,534	*	1,839
Public Elementary School	21,678	21,959	23,090	15,539
Public Secondary School	12,537	17,284	23,931	14,727

Source: Statistics Branch, Ministry of Education, Ontario

Note: Student enrolment figures are the average daily enrolments taken from the financial statements which the boards submitted to the Ministry.

* Prior to 1985, Grades 9 and 10 students in schools operated by Roman Catholic separate school boards were considered and reported as elementary school students.

Table 3.3 Ottawa-Carleton Francophone Student Enrolment by Board, 1985

Francophone Students and Schools	Ottawa Board of Education	Ottawa Roman Catholic Separate School Board	Carleton Board of Education	Carleton Roman Catholic Separate School Board
Students				
Elementary level	744	5,496	370	5,906
Secondary level	3,243	521	1,878	
Schools				
Elementary level	2	21	1	18
Secondary level	5	1	2	

Source: Statistics Branch, Ministry of Education, Ontario

English-language schools an extensive French Immersion program is offered from Junior Kindergarten to Grade 6. Under this program, instruction is provided equally in English and French. Furthermore, the board provides special education programs to Ottawa-Carleton French-language students (between the ages of 4-21) who have special learning difficulties.

The Carleton Roman Catholic School Board is currently experiencing increasing enrolment. A French Immersion program is available to all students from Junior Kindergarten to Grade 6. This program occupies approximately one-quarter of the school day. The board's jurisdiction includes a large rural population, and thus school transportation is a major service item in the operation of the board. The board has created a parallel structure to administer both its French- and English-language programs and services.

Sharing of Programs and Services

Since 1970, the Ottawa-Carleton school boards have worked together on a number of projects; among them the establishment and maintenance of a media centre, the education of trainable retarded students, and the development of programs in the arts, continuing education and adult basic education. There has also been sharing of school facilities among the school boards of the region. The Directors of Education have formed a liaison committee to consider further co-operative efforts.

PART II

ESTABLISHING A FRENCH-LANGUAGE SCHOOL BOARD

Part II outlines specific steps for establishing the new board. The chapters in this part contain recommendations on the nature of the new board, its structure and composition; the enumeration process and qualifications of electors and trustees; the hiring of administrative staff; responsibilities of the board towards students and personnel; the provision of services, programs, and equipment; and the means of financing the board's operation.

4. THE NEW BOARD

The French-language school board for Ottawa-Carleton should be vibrant, dynamic and imaginative, incorporating all the characteristics and richness of the Francophone community.

During the public hearings several models for the board were suggested to the committee: it could be Roman Catholic with some accommodation for public school students; it could be a public school board with provisions for Roman Catholics; or it could be a board with two sections – a public section and a Roman Catholic section.

The committee proposes that, to satisfy all constitutional requirements, the French-language school board have two sections. The term "diversity in unity" best describes the committee's vision for the basic structure of the board. For reasons of culture and language, French-speaking students should be accommodated by one board.

The committee recommends that:

1. the Ottawa-Carleton French-Language School Board have two sections: a Roman Catholic section and a public section.

Responsibility of the Board and Its Sections

The Ottawa-Carleton French-Language School Board will have all the duties and powers set out in the Education Act. The board will, however, have some unique characteristics required to respect linguistic and religious constitutional rights.

A first challenge for the board will be to identify the responsibilities to be allocated to the board as a whole and those to be retained by the sections acting for the board. The division of responsibilities should ensure co-operation between the sections and provide for as many shared responsibilities as are deemed appropriate.

The committee has considered Bill 75 with its legislated responsibilities of board sections and decided not to recommend legislating the jurisdictions of the board and those of its sections. The committee firmly believes that such decisions should be left to the elected trustees.

The committee stresses that the success of the new board depends largely on the mutual respect and co-operation among its members. Such co-operation will more likely be achieved by allowing trustees to allocate responsibilities to the board and its sections. This approach protects the constitutional rights of all trustees to make decisions on behalf of their electors.

The committee recommends that:

2. one of the first tasks of the new board be to determine the responsibilities of the board as a whole and those of the sections acting on behalf of the board.

The Board's Decision-Making Process

The decision-making process for the allocation of responsibilities for the new board must be flexible but not at the expense of instability in board operations. That is, responsibilities should not be allowed to be changed at will. The sections will also have to be aware of how each can be affected by not sharing responsibilities.

The new board's voting procedures for the division of responsibilities need to include a provision which ensures that the constitutional rights of the two sections are respected. The committee suggests that this provision be a double-majority vote, that is, a simple-majority vote of each section of the board. Furthermore, a section-majority vote would be a simple-majority vote of either section.

The trustees for the French-language school board will be elected, for the first time, in November 1988 for a three-year term. Shortly after the first board meeting in December 1988, the designation of board responsibilities should be decided by double-majority vote, with section responsibilities decided by a section-majority vote.

During the first term only, a mid-term review of these decisions should take place no later than June 30, 1990. At this time designation of responsibilites can be confirmed or amended. Changes, if any, in the division of responsibilities between the board and its sections can be made in the manner described above.

The committee believes that this process will give the trustees the confidence to share more responsibilities under the board as a whole.

The committee recommends that:

3. (a) at the beginning of the board's first term, the board responsibilities be determined by a majority vote of both sections (double-majority vote), and section responsibilities by a majority vote of either section (section-majority vote);

   (b) at any time during the board's term, a jurisdictional matter can be made a responsibility of the board as a whole by a double-majority vote;

(c) at a mid-term review to take place no later than June 30, 1990, a jurisdiction or responsibility be transferable from the board as a whole to a section acting for the board by a section-majority vote.

To ensure the constitutional rights of electors, each subsequent board should review the designation of responsibilities determined by the previous board. The new trustees should have the right to confirm or amend any previous designation of responsibilities using the procedures outlined in 3(a) above. The previous board's policies would remain in effect unless modified by the new board before January 30.

Once adopted, all duties and powers of both the board as a whole and its sections would apply for the trustees' entire term of office, except where a section responsibility is transferred to the board as a whole by a double-majority vote. Other changes could only be made at the beginning of the term. Matters arising from a change in ministry regulations or from an event not initially considered by the board would become either a board responsibility (if decided by double-majority vote) or a section responsibility (if decided by a section-majority vote).

The committee recommends that:

4. (a) prior to January 30 following the election of the members of the second and subsequent boards, an early review confirm or amend the jurisdiction and responsibilities of the board and its sections;

(b) the previous board's designation of responsibilities continue as policy unless modified by a new board prior to January 30;

(c) any matter be deemed a board responsibility by a double-majority vote at any time in the term of the board, and that other changes in the designation of responsibilities, be made only at the beginning of each term of the board;

(d) new matters arising during the term of a board be designated board responsibilities by double-majority vote or section responsibilities by a section-majority vote.

Having recommended a process for allocating responsibilities to the board and its sections that fully respects the mandate of all trustees, the committee is of the opinion that matters designated as board responsibilities should be subject to a board's normal decision-making procedures.

The committee believes that the new board must be "more than a juxtaposition or federation of public and separate school entities".[23] In all aspects of its operation, the board should be guided by a co-operative spirit, a demonstrated effectiveness, the avoidance of duplication, the efficient use of personnel and resources, and the exciting vision of a truly community-based educational enterprise.

5. ENUMERATION

The purpose of an enumeration is to identify the electors who qualify to vote for school board trustees. The 1988 enumeration is of special importance, since this enumeration precedes the first formal election of French-language trustees throughout the province. A modified enumeration is required to implement the permanent measures of Bill 75 and to create the Ottawa-Carleton French-Language School Board.

Qualifications for and Identification of Electors

According to the Municipal Elections Act, persons entitled to be electors in a municipality must be residents or property taxpayers in that municipality, Canadian citizens, and at least eighteen years old (Appendix E). Public school electors are defined by the Education Act as supporters of the public school board, and separate school electors as supporters of the separate school board (Appendix E). What is different about the 1988 enumeration is that Francophone electors will have to be identified to be able to elect French-language trustees.

However, because the current enumeration process does not identify Francophone school electors, the province will have to pass legislation modifying the present process. The new process must be based on section 23 of the Charter of Rights and Freedoms.

Meeting the requirements of section 23 is not in itself sufficient to declare someone eligible to vote for the French-language school board. Future enumerations will need to identify whether those eligible electors wish to support or not the new board. People who meet both conditions would become eligible to vote for the election of trustees for the Roman Catholic or the public section of the French-language school board.

The committee recommends that:

5. provincial legislation be amended to include the qualifications for electors of the French-language school board;

6. the enumeration process be modified to allow for the identification of supporters and electors of the Roman Catholic or public sections of the French-language school board.

Planning for the 1988 Enumeration

Since past attempts to identify Ontario voters on the basis of language have not been successful, proper identification of French-language school board supporters will require a very careful enumeration. To ensure that the next enumeration is both thorough and accurate, several major conditions need to be met. One is that the provincial government should start planning for the enumeration as soon as possible, so that a clear and precise questionnaire can be developed and validated. Another condition concerns training for the enumerators and election personnel. Because the issues involved in this enumeration are complex, enumerators will need training that provides them with the information necessary to respond to the public's questions. Since this enumeration has to take place throughout the province to meet the requirements of Bill 75, as well as those for the creation of the French-language school board, training should be provided by the appropriate provincial ministry.

The committee recommends that:

7. planning for the next enumeration start as soon as possible;

8. because of the greater complexity of the enumeration process, enumerators be given special training to be provided by the appropriate provincial ministry.

After an enumeration, some revision of the list of electors and of related information is provided for. For example, voters who present themselves on election day may be added to the list. These tasks are now performed by municipal personnel. Given the complexity of the 1988 enumeration, these personnel would benefit from training sessions similar to those for the provincial enumerators. The sessions would help municipal staff deal more effectively with the public.

The committee recommends that:

9. municipal staff involved in the 1988 election planning be provided with training related to the identification of French-language electors.

Given the complexity of this enumeration, the committee recommends an early identification of electors for Ottawa-Carleton. The information thus acquired, if incorporated in the 1988 assessment roll, would provide additional valuable information on assessment and enrolment. It would also greatly facilitate planning for and by the board and its sections. This information could be used to let board supporters know how they have been identified. Also, the pre-1988 identification would assist the personnel responsible for developing the enumeration process in reviewing and refining the 1988 provincial enumeration.

The committee recommends that:

10. in preparation for the 1988 enumeration, a pilot project to identify future French-language electors and board supporters be carried out in the Ottawa-Carleton region in the fall of 1987;

11. information gathered through this pilot project be incorporated in the 1988 municipal assessment rolls in preparation for the 1988 enumeration and the 1989 taxation year.

Public Information Programs

Initially for the pilot project and subsequently for the provincial enumeration, the public should be fully informed of changes in the enumeration and the election processes for 1988 as a result of Bill 75 and the creation of the French-language school board.

The committee recommends that:

12. an information program be developed to increase public awareness of changes in the enumeration and election process for 1988, and to inform the public of relevant aspects of the Ottawa-Carleton French-Language School Board.

6. TRUSTEES

The trustees to be elected to the Ottawa-Carleton French-Language School Board will have to meet the same requirements as any other trustees in Ontario.[24]

Qualifications of Trustees

Since the new board will govern French-language schools, trustees will also have to meet the requirements of section 23 of the Canadian Charter of Rights and Freedoms. Accordingly, Provincial legislation will have to be amended to meet this requirement.

Because of the constitutional rights guaranteed to Roman Catholics the board will have two sections, and the candidates for the French-language school board must qualify either as Roman Catholic school trustees or as public school trustees.[25]

The committee recommends that:

> 13. provincial legislation be amended to identify the qualifications for trustees of the French-language school board and its sections.

Allocation of Trustees

As is set out in the Education Act, the number of trustees to be elected to the new school board is based on population. This number, based upon the current total Francophone population for Ottawa-Carleton, would be eighteen.

As a basis of allocating the trustees who will represent supporters of the Roman Catholic and public sections of the board, the committee considered property assessment, Francophone student enrolment or Francophone population; it recommends allocation based on the Francophone population. This choice is consistent with the democratic principle of representation by population.

The committee rejected the allocation of trustees on the basis of assessment because political representation and decision making would then be weighted in favour of areas with greater wealth. It also rejected Francophone student enrolment because student numbers vary from year to year, and therefore are not a sufficiently stable measure. In addition, a high percentage of supporters in Ottawa-Carleton do not have children in schools and would not be adequately represented.

During the public hearings it was also suggested to the committee that the two groups of supporters elect an equal number of trustees. The committee rejected this possibility because it is inconsistent with the principle of representation by population.

The committee agreed with many briefs that proposed a minimum number of trustees for supporters of the smaller section of the board. This minimum number is essential to ensure adequate governance and appropriate sharing of responsibilities. A minimum of five trustees should therefore be elected to represent the supporters of the board's smaller section. To ensure the minimum of five, without reducing the representation of the larger section, it may be necessary to increase the total number of trustees. This total number should not, however, exceed twenty.

The committee recommends that:

14. the number of Francophone trustees to be elected to the board be based upon the Francophone population of Ottawa-Carleton;

15. the Education Act be amended to allow for allocation of trustees to the Roman Catholic and public sections of the board, according to the population supporting each section;

16. the minimum number of trustees to represent the smaller section be five (5) trustees and the maximum number of trustees on the board be twenty (20).

Distribution of Trustees

Distribution of trustees by zones is consistent with the basic principle of representation by population applied in the preceding section of this chapter to the allocation of trustees; zone distribution allows trustees to relate to a specific electorate. Ottawa-Carleton is a diverse region with urban and rural areas that are best represented by zones. Indeed, for adequate representation of its population, the large geographical area of Ottawa-Carleton must be broken into units. Briefs to the committee supported this concept.

Based on current information concerning the distribution of the Francophone population in the region, the committee suggests that the number of trustees to be elected to the new board be twenty, at most. It is impossible at this time to determine the percentage of Francophones who will choose to support either section of the new board. If school support follows religious affiliation, then the approximate ratio of school supporters would be 80% for separate school and 20% for public school. On the basis of this assumption, the committee suggests that fifteen trustees represent the Roman Catholic section and a minimum of five trustees the public section.

This distribution would allow for contiguous electoral zones for the two sections with, for example, fifteen zones for the Roman Catholic section and five zones for the public section.

To develop a sample of new electoral zones, the committee used 1981 census figures on the distribution of the Francophone population in Ottawa-Carleton (Tables 6.1 and 6.2). These census figures were modified by population estimates and distribution for 1985 that were given to the committee by the regional municipality and by the cities of Gloucester, Nepean, and Ottawa.

Where population grew between 1981 and 1985 it was assumed that the Francophone population, as a proportion of the total in the given community, remained the same. It was also assumed that the distribution of separate school supporters within the Francophone population is similar throughout the Ottawa-Carleton region.

The estimated total Francophone population of Ottawa-Carleton in 1981 was 104,955. Ideally, each trustee for a section would represent approximately the same number of Francophones. Using this ideal model, each Roman Catholic school trustee would represent a zone with approximately 5,600 Roman Catholic supporters; each public school trustee would represent a zone with approximately 4,200 public school supporters. It would be difficult and perhaps undesirable to try to achieve such an ideal representation, however, since the Francophone population is unevenly dispersed across the region.[26] Hence it is almost impossible to create zones with the same population and to ensure representation for all areas of the region and all local interests.

The electoral zones for the 1988 election should be established once the province has made a preliminary identification of electors. This identification will provide information on the actual numbers of supporters of the French-language school board and for each of its sections. Current school district boundaries may also influence the electoral zones as well as the perceived community links of the population.

For this reason, the zone distribution suggested by the committee is similar to the municipal zones established for the election of representatives to municipal councils.

It is possible that the electoral zones suggested in this chapter will be changed to accommodate 1986 census information (Maps 6.1-6.4). The urban areas of Cumberland and Gloucester are likely to register the greatest increase in population. Not only is growth rapid in these areas, but the proportion of Francophones among the population is also more than double the regional average.

The committee recommends that:

17. trustees representing Roman Catholic or public school board supporters be elected by zones;

18. electoral zones based upon Francophone population be created;

19. the electoral zones be determined before the 1988 elections.

Table 6.1 Sample Zones for Roman Catholic School Trustees

Zones (one trustee per zone)		Francophone Population (1981)*
1.	Gloucester Centre and South (Wards 2 and 4)	3,900
2.	Cumberland Rural plus Osgoode	3,400
3.	Cumberland Urban	1,600
4.	Gloucester East (Ward 3)	5,100
5.	Gloucester North (Ward 1)	7,700
6.	Vanier	9,600
7.	Ottawa/Overbrook-Forbes Ward	8,400
8.	Ottawa/By-Rideau Ward plus the Village of Rockcliffe Park	7,900
9.	Ottawa/St. Georges and Wellington Wards	6,100
10.	Ottawa/Dalhousie, Capital and Elmdale Wards	5,900
11.	Ottawa/Britannia, Richmond, Carleton and Queensboro Wards	6,200
12.	Nepean	4,200
13.	Kanata, West Carleton, Goulbourn and Rideau	2,200
14.	Ottawa/Alta Vista and Canterbury Wards	6,900
15.	Ottawa/Billings and Riverside Wards	4,400

Note: Population estimates are based on 1981 Census data. Numbers have been rounded off to the nearest hundred.

* It is assumed that 80% of the Francophone population supports Roman Catholic separate schools.

Table 6.2 Sample Zones for Public School Trustees

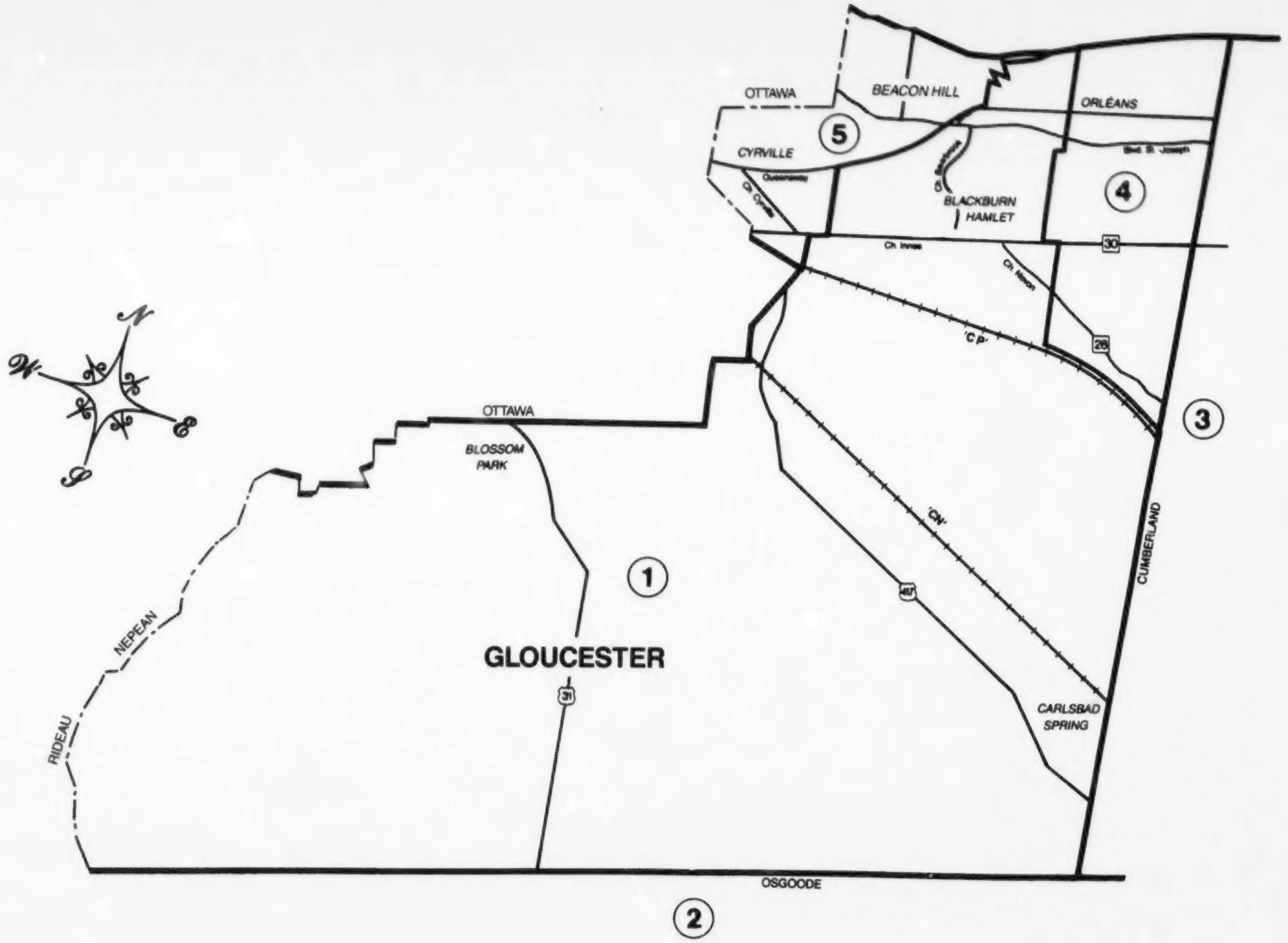
Zones (one trustee per zone)		Francophone Population* (1981)
A.	Gloucester Centre & South Cumberland Rural, Osgoode, Ottawa/Alta Vista, Canterbury, Billings and Riverside Wards (Zones 1, 2, 14 and 15 Roman Catholic Trustees)	4,600
B.	Gloucester North, Gloucester East, Cumberland Urban (Zones 3, 4 and 5, Roman Catholic Trustee Zones)	3,600
C.	Vanier and Ottawa/Overbrook-Forbes Ward (Zones 6 and 7 Roman Catholic Trustees)	4,500
D.	Rockcliffe Park, Ottawa/By-Rideau, St. Georges, Wellington, Dalhousie, Capital and Elmdale Wards (Zones 8, 9 and 10, Roman Catholic Trustees)	5,000
E.	Nepean, Kanata, West Carleton, Goulbourn, Rideau, Ottawa/Britannia, Richmond, Carleton, Queensboro Wards (Zones 11, 12, 13)	3,200

Note: Population estimates are based on 1981 Census data. Numbers have been rounded off to the nearest hundred.

* It is assumed that 20% of the Francophone population supports public schools.

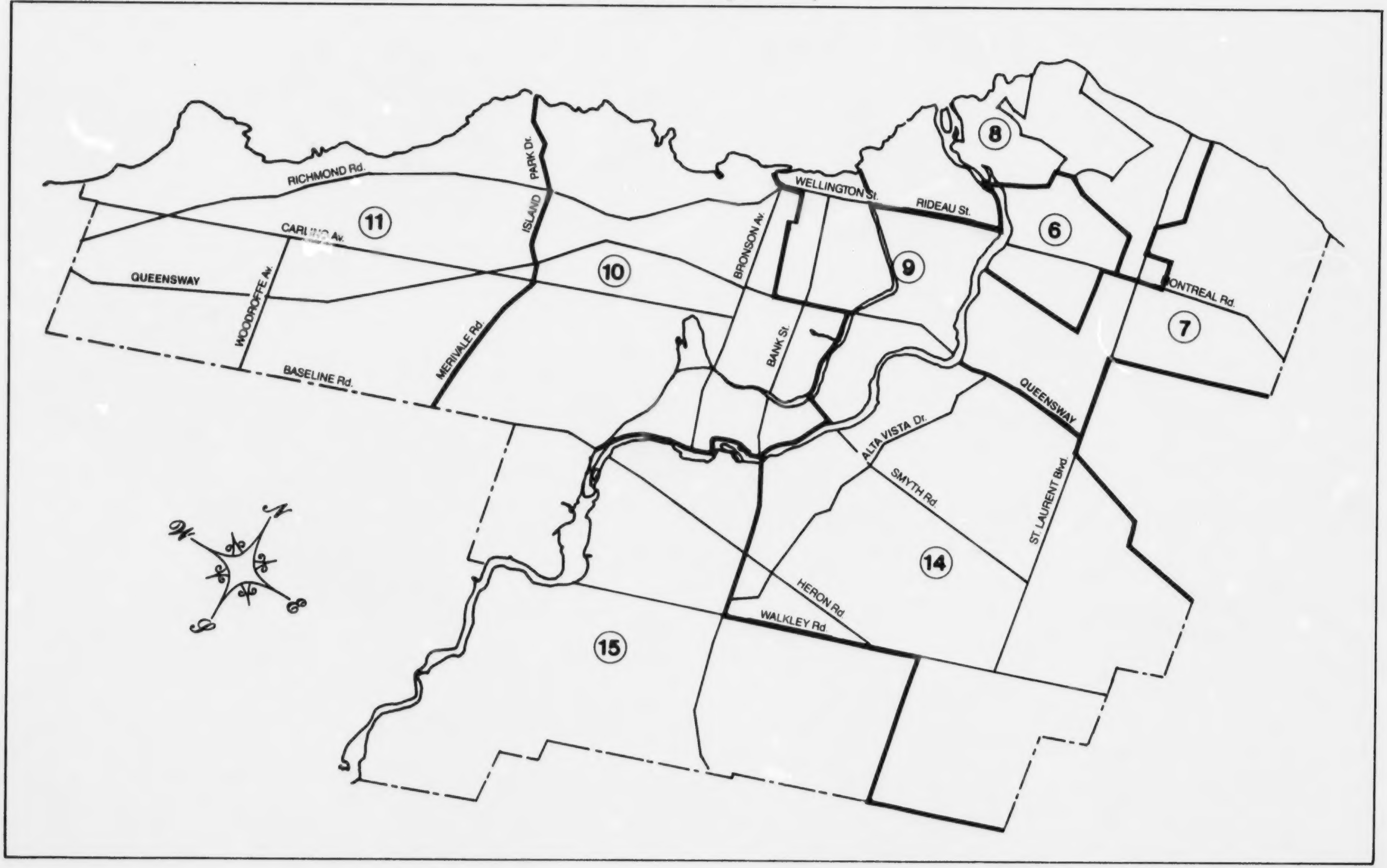
Map 6.1

SAMPLE SEPARATE SCHOOL ELECTORAL ZONES
(One trustee per zone)


OTTAWA
BEACON HILL
ORLÉANS
⑤
CYRVILLE
Bvd. St. Joseph
Queensway
Ch. Cyrville
BLACKBURN
HAMLET
④
Ch. Innes
30
Ch. Navan
'C P'
26
③
N
W
E
S
OTTAWA
BLOSSOM
PARK
①
'CN'
417
CUMBERLAND
NEPEAN
GLOUCESTER
31
RIDEAU
CARLSBAD
SPRING
OSGOODE
②

Map 6.2

SAMPLE SEPARATE SCHOOL ELECTORAL ZONES
(One trustee per zone)



⑧
⑥
⑨
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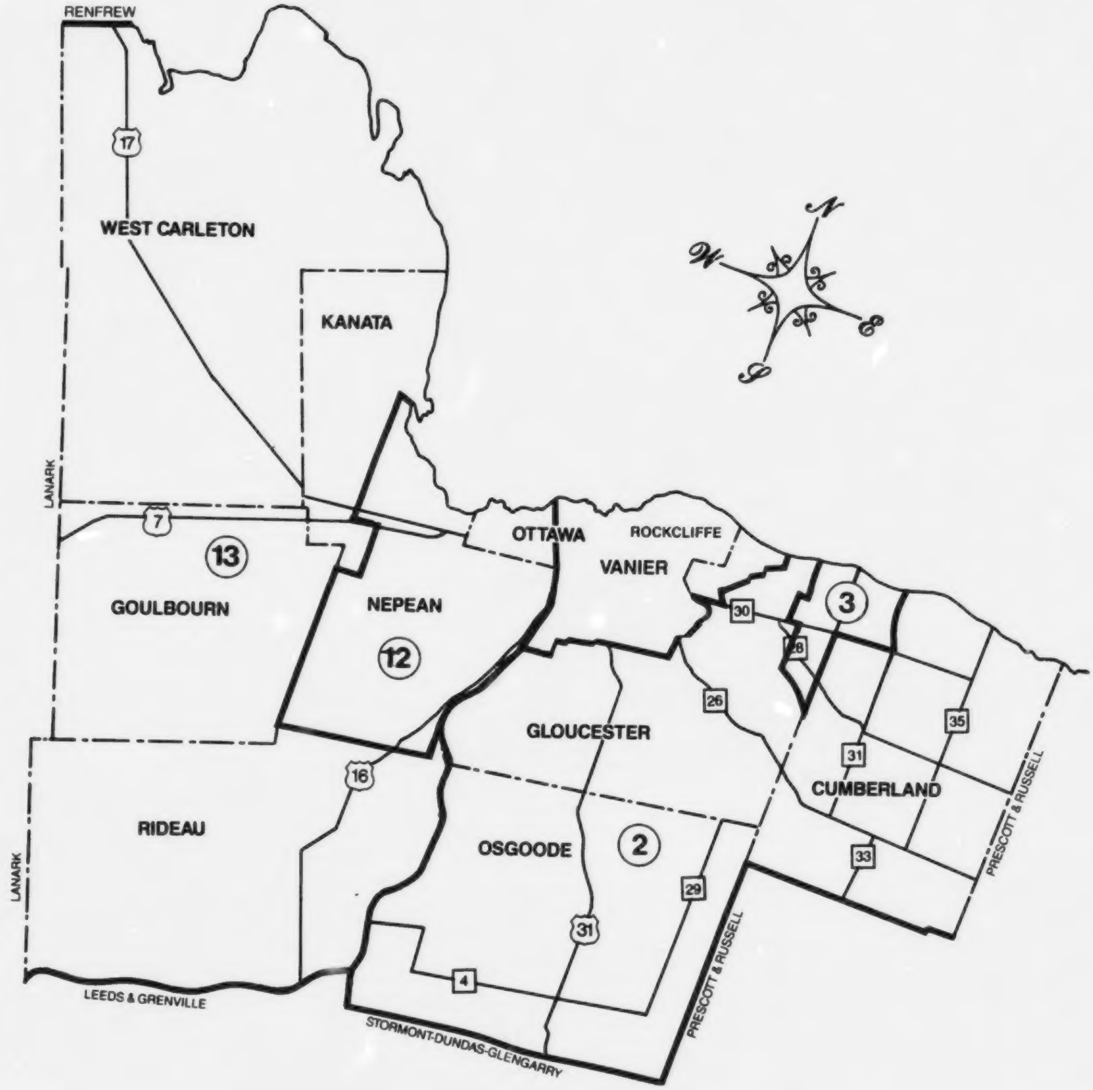
⑮
RICHMOND Rd.
ISLAND PARK Dr.
CARLING Av.
QUEENSWAY
WOODROFFE Av.
BASELINE Rd.
MERIVALE Rd.
BRONSON Av.
WELLINGTON St.
RIDEAU St.
ONTREAL Rd.
BANK St.
QUEENSWAY
ALTA VISTA Dr.
SMYTH Rd.
ST. LAURENT Blvd.
HERON Rd.
WALKLEY Rd.
N
E
S
W

SAMPLE SEPARATE SCHOOL ELECTORAL ZONES

(One trustee per zone)

Map 6.3



RENFREW
17
WEST CARLETON
KANATA
LANARK
7
OTTAWA
ROCKCLIFFE
VANIER
13
GOULBOURN
NEPEAN
12
3
30
28
26
35
GLOUCESTER
31
CUMBERLAND
PRESCOTT & RUSSELL
16
RIDEAU
OSGOODE
2
33
29
LANARK
31
4
PRESCOTT & RUSSELL
LEEDS & GRENVILLE
STORMONT-DUNDAS-GLENGARRY
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W
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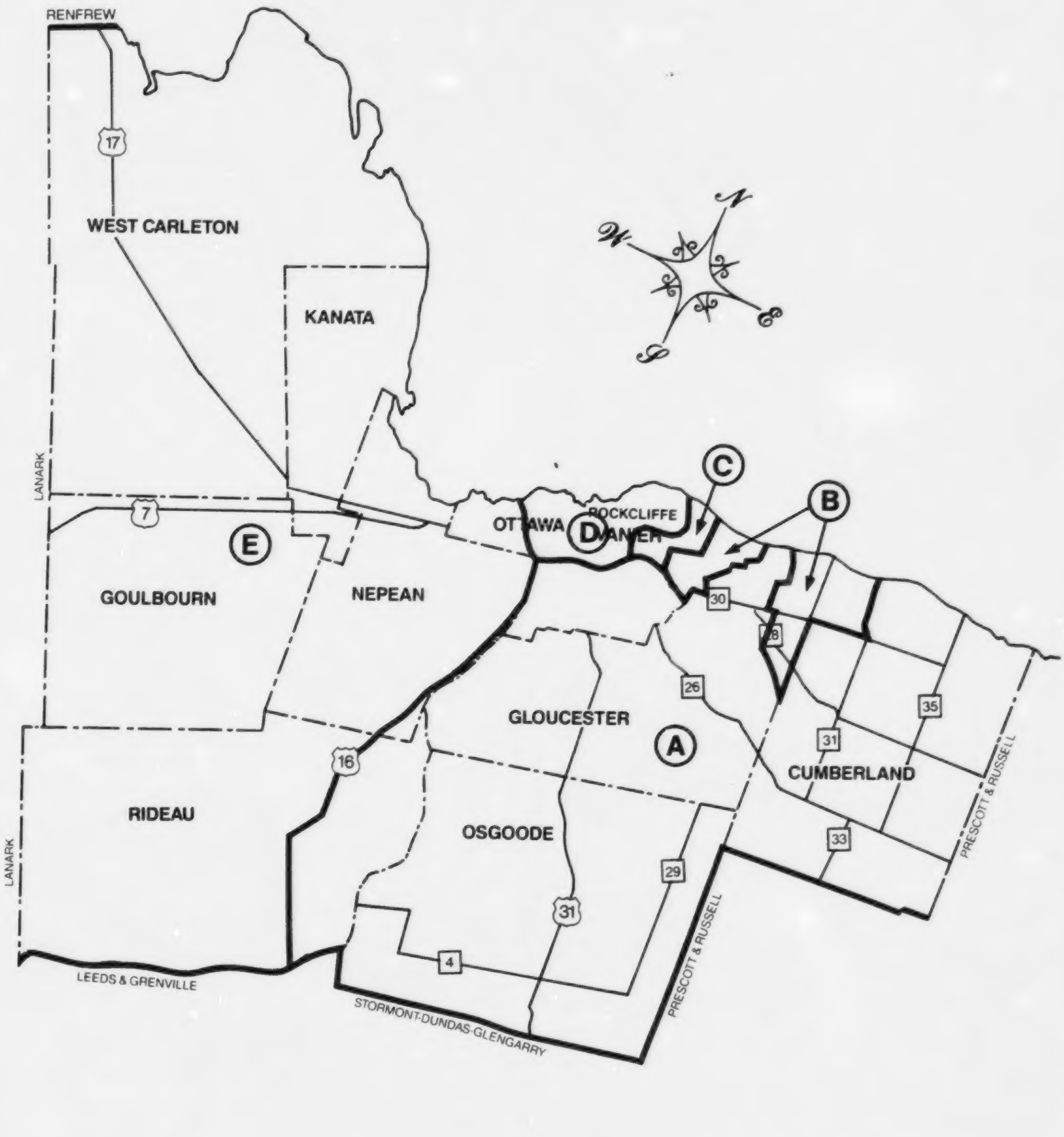
Map 6.4

SAMPLE PUBLIC SCHOOL ELECTORAL ZONES

(One trustee per zone)


RENFREW
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NEPEAN
OTTAWA
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ROCKCLIFFE
VANIER
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GLOUCESTER
A
35
31
CUMBERLAND
PRESCOTT & RUSSELL
16
RIDEAU
OSGOODE
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31
LANARK
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LEEDS & GRENVILLE
STORMONT-DUNDAS-GLENGARRY
PRESCOTT & RUSSELL
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7. STUDENTS

Who are the students to be educated by the French-language school board? The answer to this question will influence the programs and services required of the new board.

At present, Francophone students are distributed among the four Ottawa-Carleton school boards at both the elementary and secondary levels. In 1985 the Francophone student population totaled 18,158. At the elementary level, 1,114 Francophone students attended public schools while 11,402 students were in separate schools. Public secondary schools educated 5,121 Franco-Ontarian students; a separate secondary school has an enrolment of 521 students.[27]

The implementation of Bill 30, which provides funding to Roman Catholic separate school boards to offer secondary school programs up to and including Ontario Academic Courses (formerly Grade 13), could result in an increased number of Francophone students registering in Roman Catholic secondary schools.

The French-language school board will enrol students now attending the elementary and secondary schools of the four Ottawa-Carleton school boards. Students qualifying for such education are those whose parents' first language learned and still understood is French, or whose parents have received their primary schooling in French. Also, any student whose brother or sister is receiving primary or secondary school instruction in French is eligible under Part XI of the Education Act and section 23 of the Charter of Rights and Freedoms.

The board will respect the rights of Roman Catholics guaranteed under section 93 of the Constitution Act, 1982 (Appendix E). Francophone students who wish to receive a denominational education will register with the Roman Catholic section of the board. Those wishing a non-denominational education will register with the public section of the French-language school board.

When the provincial government announced that governance of minority French-language education in Ottawa-Carleton would be achieved through a French-language school board, it was implicit that, in this region, Francophones wishing instruction in French as a first language be brought under one board. Not only will the board respond to constitutional requirements, but it also will offer a consistent and complete range of programs in the French language.

The committee recognizes the benefit of bringing all Francophone students together. Thus avoiding any fragmentation of this school population. Given the creation of a French-language school board, it would be illogical to permit programs in French as a first language in the other boards of the region.

The committee recommends that:

20. the Education Act be amended to indicate that the Ottawa-Carleton French-Language School Board will be the only board in the region to operate French-language instructional units with French as the first language of instruction (Part XI of the Education Act);

21. any student of Ottawa-Carleton having the right to a French-language education under section 23 of the Charter of Rights and Freedoms, and who elects to receive instruction in French as a first language, attend a Roman Catholic or a public school operated by the French-language school board.

Admission to French-language schools

In a large cosmopolitan area such as Ottawa-Carleton there are students who wish – whose parents wish them – to receive a French-language education but who do not qualify under section 23. The board should have some flexibility in admitting such students who are able to function in a French-language milieu. Such admission would be subject to the approval of an admissions committee appointed by the board.

In accordance with the Education Act the admissions committee would function at the school level and be composed of three members: the principal of the school to which admission is requested; a Francophone teacher in the school; and a supervisory officer employed by the board.

To ensure a fair and consistent application throughout the region the board will have to develop and publicize policies and admission criteria.

The committee recommends that:

22. the admission of a student, who has requested entrance to a school of the French-language board, but is not entitled under section 23 of the Charter of Rights and Freedoms to an education in French as a first language, be subject to the approval of an admissions committee;

23. the French-language school board develop an official policy outlining criteria for admission and the procedures to be followed by an admissions committee.

For historical reasons, some of which have been discussed in chapter 2 of this report, Francophones have been disadvantaged in Ontario's educational system.

The board will have a special role to play in meeting the present needs of the Francophone population of Ottawa-Carleton, since the specific needs of Francophone students can best be met in a Francophone environment.

Special Needs

The rate of anglicization of Franco-Ontarians is pronounced. In the southern and western parts of Ottawa-Carleton the milieu is so predominantly Anglophone that community services in French are scarce. This assimilative environment also exists in other parts of the region. It is thus difficult for Franco-Ontarians to maintain their language and culture. For example, 1981 census data indicates that in Ontario only 62.7% of women aged 25-49 and 62% of men whose first language is French, speak French at home. In Ottawa-Carleton this ratio is as high as 88% in some communities but falls to 45% in others.[28]

A comparison of the 1971 and the 1981 census data for Ottawa-Carleton illustrates the continued influence of anglicization. In 1971, of those whose first language was French, 84.4% spoke French in the home; in 1981 this percentage fell to 80.9%.[29]

Although more recent statistics are not available, there is little reason to believe that this trend has been reversed.

Anglicization is increasing mainly because of a larger number of linguistically mixed marriages, and a growing geographic mobility of Franco-Ontarian families. Many Francophones who marry a non-Francophone abandon the use of French at home. The greater mobility of families means that Francophone families more often move to predominantly English-speaking communities, thus increasing the frequency of social interaction in English. The location of the home also influences the choice of an English-language school particularly if there is no French-language school in the neighbourhood.[30]

According to the 1981 census, in the 15-24 year old age group, in Ottawa-Carleton, 69% of the Francophone females, as compared to 58% of Anglophone females, reported their highest level of schooling as high school. Similarly, in this age group, only 14% of Francophone males, as compared to 21% of Anglophone males, reported their highest level of schooling as university.[31] The lower level of schooling among Francophone youth exacerbates the problems associated with the high rate of unemployment among youth.

The need for schools to help students maintain and develop their language and culture is evident. The scarcity of community services in the French language to meet particular social needs has not helped to raise levels of educational attainment. The challenge of improving educational opportunities is part of the Ottawa-Carleton French-Language School Board's raison d'être.

The committee recommends that:

> 24. the French-language school board meet the special needs of Francophone students in Ottawa-Carleton, as they relate to assimilation, functional illiteracy, and lower levels of educational attainment.

8. PROGRAMS

One important goal of the French-language schools in Ontario is to preserve and promote the French language and culture. The mandate of the Ottawa-Carleton French-Language School Board, like that of other boards, extends beyond the provision of educational programs and services. Expectations of the new board, as expressed to the committee both formally and informally, relate not only to education but also to the social, cultural, and religious concerns of Franco-Ontarians.

The comprehensive role to be played by the French-language school board to play should compensate for certain sociological and cultural trends in the Francophone community. The process of assimilation, described in chapter 7 has brought an important change in the nature of the school population in French-language schools. These schools and classes, primarily designed to offer educational services to a homogeneous Francophone population, must increasingly cater to a linguistically and culturally heterogeneous student population.

Another social and cultural trend reported in a number of studies is that the income and education level of Franco-Ontarians are behind those of Anglo-Ontarians.[32] This situation might well be both a cause and a result of a lower level of schooling among Franco-Ontarians. Upgrading employable skills through a higher level of education would likely improve the economic status of some Franco-Ontarians by favouring their access to more varied and more remunerative employment.

In meeting the considerable challenge implied in its mandate, the French-language school board will have to carefully consider the quality and the delivery of regular, special education, alternative education, and continuing education programs. It will also need to address the provision of programs and related services.

Curriculum and Program Guidelines

Guidelines are essential to the success of the new board's efforts to meet the expectations for program evaluation, development, and implementation. The committee suggests that the curriculum and programs of the French-language school board reflect these guidelines:

° students being educated by the French-language school board should have programs of the same quality as those presently available to them;

° the board should provide a full range of quality programs and services to students of all ages;

° the board's programs should reflect Francophone culture;

° the board should provide appropriate programs to the students of both the Roman Catholic and public sections;

° the board should carry out a comprehensive evaluation of the programs developed in French-language instructional units of the four boards (see Recommendation 26).

Regular Programs

The French-language school board's regular programs (those designed for the majority of the student population) have to be consistent with Ministry of Education curriculum policies expressed in circulars and curriculum guidelines.[33]

The committee suggested in chapter 7 that some children in the French-language elementary schools have been influenced by the predominant use of English in their home or their neighbourhood. To reduce the difficulties these children face in regular programs, the French-language school board should develop measures for upgrading their language skills. Two such measures could be the classes d'accueil (special language classes for young children) and special remedial classes for older children.

The committee recommends that:

> 25. the board offer to young children special French-language skills programs designed to help them upgrade their French-language skills prior to or very early in their elementary school years.

Consistency in curriculum development is more achievable when all students are under one board. The French-language school board will have access to program specialists presently involved in the French-language schools and, to relevant French curriculum materials. These specialists should provide the leadership needed to develop a comprehensive curriculum. If the guidelines and principles enunciated in this report are followed, programs and curriculum materials of the new board should be of a high quality.

The structuring of the French-language school board into two sections, one Roman Catholic, the other public, will influence some program decisions. The new board will be responsible for providing a full range of programs to the students of both sections. The means of meeting this responsibility will depend upon course enrolment, the distribution of Francophone students in the region, and the availability of facilities and equipment.

The board will need a clear policy stating which curriculum programs will be the responsibility of the sections or of the board as a whole. This policy will influence the decisions on whether to offer programs in the schools of one or the other or both sections.

The board may want to consider designating some of the schools under its jurisdiction for joint occupancy by students from both sections, especially for highly specialized and expensive programs in the arts and in technological, business, and computer studies. Another factor which may influence the sharing of facilities is the decision to offer a broader range of programs in a particular community.

The committee recommends that:

26. the new board continue to offer the French-language programs provided by the Ottawa-Carleton French-language schools, and that following an assessment of student needs, it develop a unified, coherent, and sequential French-language curriculum;

27. the board and/or its sections ensure that students have access to a full range of programs while also respecting their rights to a Roman Catholic or public education.

Special Programs

Like all school boards in the province, the new board will have to provide special education programs to its students with exceptional needs who are unable to benefit from the regular programs. The complexity of providing programs to meet the needs of exceptional students as well as those of the regular day-school students, is reflected in the variety of courses currently offered by the boards in Ottawa-Carleton. The Ottawa Board of Education, for example, offers more than 1,100 regular courses in either English and French and more than 80 different programs for exceptional students.

The French-language board can either offer specialized programs, such as those designed for the deaf, the hearing impaired, the mentally handicapped, and the gifted, or can purchase these services from other boards or institutions able to offer them in French. The decisions whether to offer or purchase special education services may be influenced by the number of students requiring them and the availability of the necessary specialized personnel, facilities, and equipment. However, if a program or service is purchased from other boards or agencies, the French-language school board should ensure that the cultural and linguistic needs of students are also being met.

The committee recommends that:

28. the French-language school board provide special education programs that meet the exceptional needs of students as well as their cultural and linguistic needs.

Alternative Education Programs

In a society characterized by instant communication, as well as by rapid social and environmental change, life-long learning has become a necessity. Programs developed for regular day school students and for students requiring special education are designed to help them cope with the demanding realities of modern living. As was pointed out in chapter 7, it will be particularly important that the French-language school board respond to the needs of students who have not completed high school, who are functionally illiterate (adolescents or adults), and who wish to upgrade their education.

During the last decade, the level of schooling for Francophones has been improving and the incidence of illiteracy declining. For example, twenty years ago only 25% of French-speaking students entering Grade 9 continued on to Grade 12, and only 10% persevered until Grade 13. Now, 75% of French-speaking Grade 9 students reach Grade 12, and 25% go on to Ontario Academic Courses (formerly grade 13).[34] In Ottawa-Carleton the number of French-speaking persons of the 15-34 age group having less than Grade 9 education declined from 12.3% in 1976 to 8.7% in 1981.[35] It is interesting to note that the comparative figure for the 25-64 age group with less than Grade 9 is 20%.[36] Obviously, a sufficient need exists to warrant the board's careful attention.

One way of reducing the drop-out rate and the level of illiteracy is through alternative education programs. Not only could such programs encourage students to remain in school and influence adolescents and adults to return to school, but they could also meet some of the linguistic and cultural needs of the French-speaking population. Alternative education requires more flexibility in programming, teaching methods, and scheduling than do regular courses, and this can be offered in a wide variety of situations.

Some students can be persuaded not to abandon formal education by being given opportunities to enrol in a supervised alternative learning experience program. Courses in such a program are usually offered outside the regular school setting but are supervised jointly by experienced teachers and representatives of businesses, agencies, industry or in special cases the students' parents. In 1985, almost two hundred Francophone students from across the Ottawa-Carleton region were enrolled in various alternative education programs offered by both the Ottawa and Carleton boards of education.

Co-operative education, another type of learning experience, matches on-site work with classroom instruction. The out-of-class portion of such credit courses is perceived by some students as adding practicality and pertinence to their learning and may determine whether they will leave or remain in school.

Over one hundred and fifty French-speaking students were enrolled in co-operative education programs offered by the Ottawa and Carleton boards of education. In both cases the numbers have increased for the 1986-87 school year.

Continuing Education Programs

Both alternative education and co-operative education programs can also be offered within the context of continuing education. Continuing education, another type of alternative education, addresses the needs of adults. These programs are offered during the day or during the evenings, within or outside the regular day school setting. Programs range from non-credit interest courses to credit courses leading to an Ontario Secondary School Diploma, to university or to colleges of applied arts and technology. Within this category of programs, schools can also offer adult basic education courses (designed to help adults upgrade their literacy and numeracy skills to at least the Grade 8 level), second-language courses, and life skills or occupational skills courses.

In 1985, through continuing education, more than 3,500 Francophone adults took credit courses; an additional 2,000 were enrolled in general interest courses offered by the four local school boards. Throughout the region demand has been growing for both credit courses and for general interest courses.

The French-language school board will be able to reinforce the linguistic and cultural needs of adult Franco-Ontarians through continuing education programs. To increase access to these programs by Francophones from the western and southern areas of the region, the new board should offer French-language continuing education programs throughout its jurisdiction.

The committee recommends that:

29. the French-language school board provide varied learning experiences through alternative education, co-operative education and continuing education programs, and that the board assess the needs of Francophones to ensure that its programs meet those needs.

9. SERVICES

The French-language school board, like all other school boards, will be expected to provide various specialized services. Some of these services are related to classroom teaching and learning, while others are designed to assist various departments of the board. To meet the social and cultural needs of francophones, still other services, although beyond the requirements of the Education Act, will nevertheless be required to carry out the boards' general mandate.

Once established, the French-language school board will have full responsibility for providing all the services required to meet its mandate. Students transferring to the new board should have access to the same level of services currently available to them in the existing Ottawa-Carleton school boards. Because it will have exclusive responsibility to provide educational programs and services to all the Francophone students presently served by the four boards, the French-language school board will be better able than the four boards to meet the needs of its students effectively and efficiently.

The main types of services to be divided are: student services, personnel services, administrative services, and general services.

Student Services

The most obvious group of students requiring special services are those with exceptionalities. Responding to the needs of these students will be a challenge for the new board because of the small number of students in certain programs and because of the need for special facilities and for specially trained staff.

The particular needs of the Francophones have previously been noted in this report. By providing student assessment services, the board would help to ensure that students are placed in appropriate programs and that its schools develop programs for students' specific needs in a way that fosters the full development of their potential. The board should also provide an effective counselling service and an up-to-date career guidance service. Such services would help to reduce school leaving and the illiteracy, and would continue to raise the level of education.

Another service that will require the board's attention is the transportation of students to and from school and, in some cases, from school to school. Students living in the various parts of the region will need a good transportation system in order to enjoy equal access to programs not offered in a nearby school.

Personnel Services

The new board should consider developing an employee assistance program. Personal problems, if not attended to, tend to diminish the quality of employees' performance and can have serious consequences for students' education. Moreover, with the many challenges facing the personnel of the new board, it will become most important to provide appropriate opportunities for professional development and staff improvement.

Administrative Services

Administrative services should contribute to the smooth operation of any school board but they will be particularly vital to the new board. For example, an effective communication service will be needed to keep all personnel fully informed of the board's objectives, its accomplishments, its concerns, as well as all important decisions and changes. This information exchange is particularly essential for the new board to develop commitment and loyalty among its staff, who will have come mostly from the four local boards. In much the same way, the new board will need to consult frequently with its constituents if it hopes not only to earn their understanding and support but also to meet their needs.

To provide administrative services, the French-language school board will need to either purchase or lease computer equipment compatible with the equipment of other boards. Alternately, it could purchase, from other boards, services for payroll and other financial operations, for student and personnel records, as well as for data processing. With computer services, there should be ample liaison with the other boards of the region.

General Services

The last broad category of services includes those which serve the Franco-Ontarian community. To fulfill the social and cultural aspects of its mandate, the board could support various activities that would attract, to the schools, Franco-Ontarians of all ages. The committee suggests that the schools be used for such functions as interest courses, meetings, as well as for athletic and cultural programs. Such services would enable the French-language school board to enhance the social and cultural life of Franco-Ontarians.

The French-language school board and its two sections would therefore need to identify the special needs and expectations of Francophones and to determine if services responding to these needs should be offered under the auspices of either of the two sections or under the board as a whole.

The committee recommends that:

30. the French-language school board provide a full range of services equivalent to those offered by the other Ottawa-Carleton school boards;

31. the French-language school board identify and establish services that meet the special needs of Franco-Ontarians.

In deciding whether to offer a service or to enter into agreements with other boards, either to purchase or provide specialized services, the French-language school board should first consider the appropriateness of those services and the board's ability to offer them with efficiency and effectiveness. Other considerations, noted throughout this report, include ensuring equality of opportunity, creating the least disruption to the learning and teaching processes, and meeting the linguistic and cultural needs of Francophones.

For several types of services the school boards in Ottawa-Carleton have found it beneficial to work co-operatively. However, additional agreements could improve various services. Examples of such co-operative services are a centrally co-ordinated school transportation system serving all the students in the region, the central purchasing of supplies and equipment, the maintenance of buildings, and the sharing of regional computer and payroll services.

The committee recommends that:

32. the French-language school board take part in the various mechanisms established to foster co-operation and joint action among all Ottawa-Carleton school boards.

10. SENIOR ADMINISTRATION

The French-language school board in Ottawa-Carleton will bring together a large number of Franco-Ontarian students and school personnel. One of the first responsibilities of the new board will be to organize a strong administration to ensure that quality education and equality of opportunity are maintained and improved.

Hiring of Senior Staff

In accordance with the Education Act, one of the first duties of the board members will be to appoint a Director of Education, who will also be the Chief Executive Officer of the board. The special challenge of the director will be to respond to two different imperatives: to direct a board with two sections, and to regroup students and staff from four different boards into a unified, cohesive, and harmonious board.

This senior educator will be accountable to the board and to the sections for the implementation of all ministry and board policies. As the Chief Executive Officer, the director will counsel the board and will officially present to the board or its sections all matters concerning any part of the organization.

The director should be chosen in open competition advertised widely. To ensure that the director has the confidence of the board and each section, the Chief Executive Officer should be appointed by a double-majority vote (a majority vote of each section).

The committee recommends that:

33. one of the first responsibilities of the board be to appoint the Director of Education and Chief Executive Officer of the French-language school board;

34. the position of Chief Executive Officer of the French-language school board be advertised widely;

35. the Director of Education be appointed by a double-majority vote.

A first priority of the director should be to recommend to the board an administrative structure and a process for appointing the supervisory officers to fill senior positions. This structure will depend to a great extent on the division of duties and powers between the board and its sections, as determined by the trustees in the light of their constitutional obligations.

The senior administrative structure will need to respect the common interests of the Francophone community as well as the constitutional integrity of each section. It must carry out the responsibilities of the board and the sections.

To respond to the constitutional imperatives, the approval process for appointment of senior staff may be subject to varied voting procedures. This staff will report to the board or its sections through the Chief Executive Officer, to whom they will be accountable for the performance of their duties.

The committee recommends that:

> 36. with the advice of the Director of Education, the French-language school board develop at an early date, an administrative structure and procedures for approving the appointment of senior staff.

When this new board takes office in 1988, the fact that the interim measures of Bill 75 will have been in effect for twenty-three months will be of assistance. The precedents that will have been set, and the organizational and administrative procedures that will have been developed will benefit the new board and its director. The Interim French-Language Planning Committee, proposed in chapter 14 of this report, will also be of great assistance to the board and its Director of Education.

11. PERSONNEL

The proposal to create a French-language school board in Ottawa-Carleton elicited much enthusiasm from the Francophone staff of the region's four boards. This support was expressed through co-operative planning by a group representing the region's Francophone teachers. The committee also received briefs from several other staff organizations and advice from many staff members. Their demonstrated commitment and positive attitude to the establishment of the board was helpful during the committee's deliberations.

The committee recognizes that a critical role is to be played by staff in the establishment of the French-language school board. The new board must therefore develop procedures for a fair, orderly, and sensible transfer of staff from the other four boards. In developing these procedures the board should be aware of the following personnel matters that were brought to the committee's attention both during the hearings and through meetings with staff groups:

- every staff group in the Ottawa-Carleton four boards has a collective agreement or understanding with its respective board (there are approximately 30 such agreements/ understandings);

- each agreement/understanding spells out a unique relationship and commitment;

- the agreements/understandings vary considerably both within boards and among boards. For example, the office and clerical employee groups of three boards belong to four different union locals or associations. In the fourth board, employees have chosen not to formalize a union local or association;

- taking just one area of the many collective agreements/ understandings, such as benefits, one discovers varying degrees of financial support for different plans with a variety of carriers. For instance, with dental plans, one board pays 50% of the premiums of a basic plan using the 1983 Ontario Dental Association (ODA) schedule, while another board dealing with a similar employee group pays 90% of the premiums of a basic plan, 50% of an additional plan, and uses the 1984 schedule;

- the two Carleton boards have, for several years, had increasing numbers of students, while the two Ottawa boards have been coping with declining enrolment. Consequently, the Ottawa boards have had to lay off staff with many years seniority at the same time as Carleton boards have been hiring;

- if seniority lists of the four boards within any one staffing group were combined, the bottom portion of these lists would likely be composed almost exclusively of staff from Carleton. This situation would not promote co-operation between former Ottawa and Carleton groups.

Given the complexity of creating the new French-language school board and bringing together the staff of the four existing boards, it is not surprising that staff have expressed uncertainty and anxiety over the part they will play in the new board's future. It will be essential to keep staff from all the boards fully informed and involved.

In discussing personnel policies, the committee established the following guidelines:

- no staff member should lose a job as a direct result of the creation of the French-language school board;
- the French-language school board must retain the right to determine its staff requirements and to assign staff, while at the same time maintaining a commitment to the acquired rights and status of each staff member;
- staffing problems are best resolved by the parties directly affected.

Board Responsibilities for Personnel

Unlike any other board in the province to date, the French-language school board will have a public section and a Roman Catholic section. The committee strongly endorses the corporate nature of the proposed board and has emphasized the need for a high degree of co-operation between the sections of the board. At the same time, and in keeping with constitutional imperatives, the committee recognizes that the local trustees will determine the degree to which the board fulfills its mandate.

Major staffing decisions will be required:

- staff may be board employees assigned either to the board or one of its sections, or section employees assigned board or section responsibilities;
- the board may negotiate a collective agreement/understanding with each staff group, or it may negotiate with some groups as sections acting on behalf of the board and with others as a full board.

These decisions will have implications for the French-language school board's ability to operate as a unifying force for Francophones.

The committee strongly urges that all staffing matters be dealt with by the board acting as a whole, to the extent that is appropriate. Financial equality of the sections will no doubt affect this decision.

The committee recommends that:

37. the French-language school board determine, at an early date, the division of responsibilities between the board and its sections in all matters relating to employee and staff groups.

Senior Administrative Staff

The Ottawa-Carleton French-Language School Board's mandate is to effectively deliver quality education to Francophone students in both the Roman Catholic and public sections. To maximize the advantages of bringing Francophone students under one board, the sections should make every effort to share programs and services.

In chapter 10, the committee recommended that the board develop an administrative structure that can accommodate a student population brought together from different areas of the Ottawa-Carleton region and one that meets this population's unique needs. To accomplish this task, the new board must have the latitude to hire senior staff with the requisite abilities, skills, and experience.

At the same time, the board will have to honour the contracts, employment status, and years of service of staff presently engaged in French-language education. One exception, however, is the committee's recommendation for an open competition for the position of Director of Education (see Recommendation 34).

It should be noted that the new board may not adopt the structure of any of the region's existing boards. However, each board has senior administrative staff members who hold similar positions or perform identical duties to what the new board may develop.

The committee recommends that:

38. (a) the French-language school board enter into agreements with the four existing boards to determine which staff presently employed as senior administrative staff in programs and services established under Part XI of the Education Act are eligible for transfer and whose services will not be required by their present board as

a result of the establishment of the French-language school board;

(b) the board fill senior administrative staff positions (with the exception of Director of Education) through a competition among staff identified in (a);

(c) if the board does not find suitable qualified applicants to fill remaining senior administrative positions, these positions be filled through open competition;

(d) the board assume responsibility for the employment contract of staff identified in (a) and not chosen in (b) using procedures established for teaching and support staff;

(e) in certain cases, the board be encouraged to purchase services or utilize staff seconded from existing boards to meet short- or long-term requirements.

Teaching and Support Staff

In the creation of the new French-language school board it is imperative that the energies of teaching and support staff not be diverted from their responsibilities because of inappropriate or unfair personnel policies. Between the release of this report and the opening of the board's schools in September 1989, there needs to be sound planning and preparation for the transfer of staff. In this next section of the report the committee addresses two issues:

° methods of transferring staff to the new board;

° the establishment of collective agreements/understandings.

Method of Staff Transfer

First students and buildings, and then staff, will be transferred to the new board. At the public hearings the committee received many suggestions, ranging from block transfer to voluntary transfer, on how this should happen. After considering and weighing the possibilities the committee decided that, although many features of a block transfer are attractive, some flexibility is needed to accommodate special situations.

With this in mind, the committee examined the processes established for transferring staff affected by the extension of funding to separate schools. Transfer of staff to the new board will be more dramatic and of short duration; it is therefore of paramount importance that the process be not only fair but cause as little disruption as possible to normal school activities and to the people involved. Thus, it would be advantageous for the new board to adopt the processes developed with the extension of funding to separate schools since they are already familiar to both staff and boards.

One early step that should be taken by the board is the development of agreements for the transfer of staff. In keeping with the guidelines described earlier in this chapter, these agreements should be established at the local level between the French-language school board and each of the other four Ottawa-Carleton boards. These agreements should contain provisions for the exchange of enrolment data; identification of staff eligible for transfer, including voluntary transfer; right of refusal and right of return to the original board; methods for encouraging staff transfer and for arranging secondments; purchase of services; and for any other matters deemed important or necessary to the parties involved.

To develop the agreements outlined above, and to allow the confirmation of agreements shortly after the election of the French-language school board, planning should begin as soon as possible.

The committee recommends that:

39. agreements be established between the French-language school board and each of the four other Ottawa-Carleton school boards for the transfer of teaching and support staff employed in programs established under Part XI of the Education Act;

40. legislation and/or regulations be introduced to make provision for any necessary or unresolved issues related to the orderly transfer of staff to the new French-language school board.

Collective Agreements/Understandings

Not until the fall of 1988 will there be a duly constituted French-language school board; moreover, it will be early 1989 before the board has hired senior administrative and support staff. In chapter 13 the committee proposes that programs and all related services be purchased for students until August 31, 1989. It is therefore essential that some form of collective agreement/understanding with all staff be reached before

September 1, 1989, when the French-language school board begins the full operation of its own schools.

On that date staff members whose employee group has reached a collective agreement or understanding with the board will become board employees, and their employment contracts will be transferred to the new board. The collective agreement/ understanding governing an employee group will determine the salary and benefits of each person in the group.

It is also necessary, however, to anticipate that agreements might not be concluded with every employee group before September 1, 1989. Until there is a collective agreement/ understanding in place, a person belonging to an employee group that has not concluded such an agreement cannot become an employee of, nor be paid by, the new board. Where an agreement/understanding has not been reached by the specified date, all members of that employee group will continue to be employed and paid by their previous board and seconded to the French-language board through purchase of service arrangements.

What is also needed is a mechanism and deadline for the resolution of outstanding issues involving all parties. It should be noted that different legislation governs the bargaining and arbitration process for various employee groups of the boards. For example, the School Boards and Teachers Collective Negotiations Act (Bill 100) and the Labour Relations Act both apply to bargaining and arbitration.

To facilitate a timely conclusion of the bargaining process, and to provide for the resolution of disputes.

The committee recommends that:

41. prior to November 30, 1988, preliminary work be part of the planning process involving appropriate staff representation to identify similarities, discrepancies, short- and long-term issues within the negotiating mandate of each staff group;

42. immediately following the 1988 election of board trustees, the teaching and support staff to be transferred to the new board be identified;

43. (a) following this identification of staff, representatives from each staff group be empowered to bargain with the board on behalf of their group, to reach an agreement/understanding with the board prior to September 1, 1989;

(b) all relevant legislation and/or regulation be amended to allow these negotiations to take place;

44. in the case of individuals belonging to a group that has concluded a collective agreement/understanding with the French-language school board, the individual employment contracts of employees designated for transfer to this board be transferred on September 1, 1989, and the salaries and benefits of the individual members of that group become the responsibility of the new board;

45. (a) failing resolution of all issues between the board and any of its employee groups by August 31, 1989, all members of such groups continue to be employed and paid by their previous board(s) and be seconded to the French-language board through purchase of service agreements;

(b) the governing collective bargaining legislation of any employee group determine the process for resolving disputes during the period of August 31, 1989 to May 31, 1990;

(c) failure to reach a collective agreement/understanding by May 31, 1990 bring into force an arbitration process as outlined in the appropriate legislation (Bill 100, Labour Relations Act), with such arbitration to be completed by August 31, 1990;

(d) in the case of an individual belonging to a collective bargaining group that has not reached an agreement/understanding prior to the dates mentioned in (b) or (c) above, their employment contracts be transferred on the date that their new collective agreement/understanding becomes effective.

At the public hearings many other personnel issues were brought before the committee. Most of these issues are best left to the new board, but two are commented upon here: seniority lists, and bi-level (elementary/secondary) negotiations.

Seniority Lists

At the beginning of this chapter, as well as in chapter 3, the committee noted the disparity in enrolment among the four Ottawa-Carleton boards. During the hearings, teachers' groups submitted proposals for addressing the staffing problems created by this disparity. These teacher groups proposed that the new board, upon assuming the operation of its schools on September 1, 1989, continue to use the seniority lists developed by the four other boards. These lists would apply for any teachers transferred to the French-language school board. For any teachers hired after September 1, 1989, the new board should develop its own seniority list.

Should redundancy occur, the new board would first use its seniority list to declare a teacher (other than those transferred from the local boards) to be redundant. Should that list be exhausted, the new board would then use a former board seniority list to declare surplus any teacher within the geographic boundaries of that teacher's former board. Over time it should be possible to phase out the former board seniority lists.

To recall teachers, the new board would place a transferred teacher on a recall list ahead of any teachers who had been hired after September 1, 1989, and according to the seniority these individuals have brought with them. This procedure would ensure that surplus teachers would be employed on the basis of seniority should a position become available anywhere within the geographic boundaries of the French-language school board.

At the time of rehire, teachers would be placed on the new board seniority list, with full seniority, and every effort should be made to place them within the boundaries of their original board. Details will have to be worked out by the parties involved.

The proposal submitted to the committee by the teachers is the use of a double seniority system. This proposal recognizes a teacher's experience both with the new board and with any other board in the Ottawa-Carleton region. Precedents for this type of system originated in 1969 during the province-wide amalgamation of boards and, more recently, with the amalgamation of provincial schools with boards. The committee views this proposal as fair and reasonable, but it believes that such matters are best determined at the local level. To be consistent, the board may wish to deal with other staff groups in a similar manner.

The committee recommends that:

46. the French-language school board give serious consideration to the establishment of a double seniority system to deal equitably with employees

affected by enrolment trends in the Ottawa-Carleton region.

Bi-Level Negotiations

Teacher groups have raised the issue of bi-level negotiations (at the elementary and secondary levels) within the French-language school board, since Roman Catholic separate school boards have traditionally bargained with both levels as one unit. The committee draws attention to the recent ruling in the case between the Cochrane-Iroquois Falls District Roman Catholic Separate School Board and the local branch of l'Association des enseignantes et enseignants Franco-Ontariens, which directed the board to conduct bi-level negotiations.

12. PROPERTY

There are not many precedents to review when creating a school board; there are no precedents in Ontario for establishing a French-language school board. The creation of such a board in the Ottawa-Carleton region poses a complex challenge in that schools, students, teaching, support and administrative staff must be transferred from the four local school boards to this new board.

The new French-language board will have to acquire such property as schools, an education administrative centre, warehouse and maintenance facilities, and transportation, maintenance, and office equipment. Some of these property needs will be met through transfer from the four Ottawa-Carleton school boards. Those involved in planning the establishment of the new board as described in Part III, should give considerable attention to the board's property requirements.

Conditions for Transfer

The most comprehensive example of a plan for transferring assets between school boards is the approach adopted with the extension of separate school funding. This legislation, Bill 30, required that changes be made to the 1979 Capital Grant Plan. Such changes were released in the Ministry of Education's Memorandum B7, which addressed the provisions for transfer of secondary school accommodation from public school boards to separate school boards and the financial implications (Appendix F).

The committee has concluded that the conditions of transfer contained in Bill 30 and in Memorandum B7 form a reasonable basis for transferring facilities from the present four Ottawa-Carleton school boards to the French-language board. The committee sees some advantages in adopting a process which will have been in use for several years by the time the new board has been established and with which the boards will have been familiar.

Memorandum B7 and Bill 30 stipulate that ownership transfers cannot be made for five years without both public and separate school board agreement and the approval of the Minister of Education. The memorandum also indicates that when a sale or lease of not less than five years occurs, the Ministry of Education will give the school board selling or leasing the accommodation to a Roman Catholic board a one-time-only capital allocation of $500 for each pupil place of accommodation sold or leased; the sale or annual lease price will be $1. Any outstanding debt will become the responsibility of the Roman Catholic board (in the case of a lease, for as long as the lease is in force) and will be eligible for special debenture assistance.

The sale or lease of accommodation at market value was rejected by the ministry because the facilities involved have been paid for over the years by ratepayers – either Roman Catholic or public, Anglophone or Francophone. Moreover, in light of current real estate prices, the market-value approach could become an uncontrollable cost unduly straining the ministry's finite financial resources, and making budgeting and planning unpredictable. The committee suggests that the same rationale apply to the transfer of schools to the French-language school board.

Memorandum B7 also indicates that when boards share a public secondary school the ministry will provide the public board a one-time-only capital allocation equal to the number of Roman Catholic school board pupils accommodated multiplied by 1.5 x $500. This capital allocation is intended to encourage boards to make efficient use of existing school facilities and avoid costly duplication of services.

The four school boards in Ottawa-Carleton have not expressed major concerns about the transfer of schools to the French-language board. The schools operated by the four boards are shown in maps 12.1-12.5. The committee is confident that the challenges of school transfers will be worked out in an atmosphere of goodwill, and in the best interests of all concerned.

The committee recommends that:

47. schools be transferred from the four existing Ottawa-Carleton school boards to the French-language school board in accordance with the conditions set out in Memorandum B7, "Amendment to the Capital Grant Plan 1979".

It should be noted that section 54 of the Education Act will have to be modified to accommodate the creation of the French-language board.

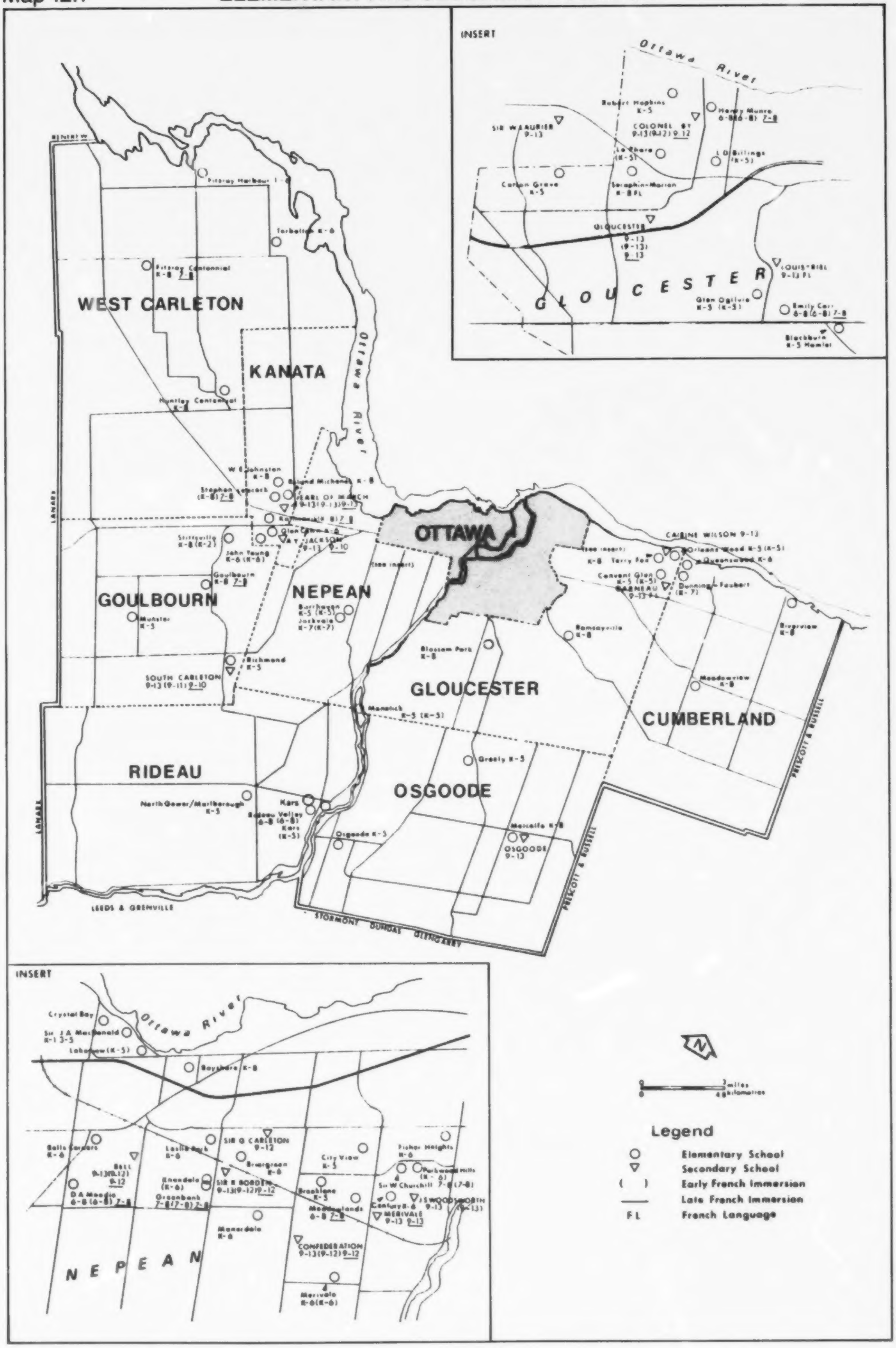
Process of Transfer

By the time the French-language school board is established, in 1988, Francophones will have governed French-language education for approximately two years. Bill 75 has, in effect, given Francophone trustees the responsibility of meeting the student and property needs of Franco-Ontarians as well as participation in their boards' decision making.

The educational system in Ottawa-Carleton will be significantly affected by decisions taken between now and 1988 by each of the four existing school boards on account of Bill 75 and Bill 30.

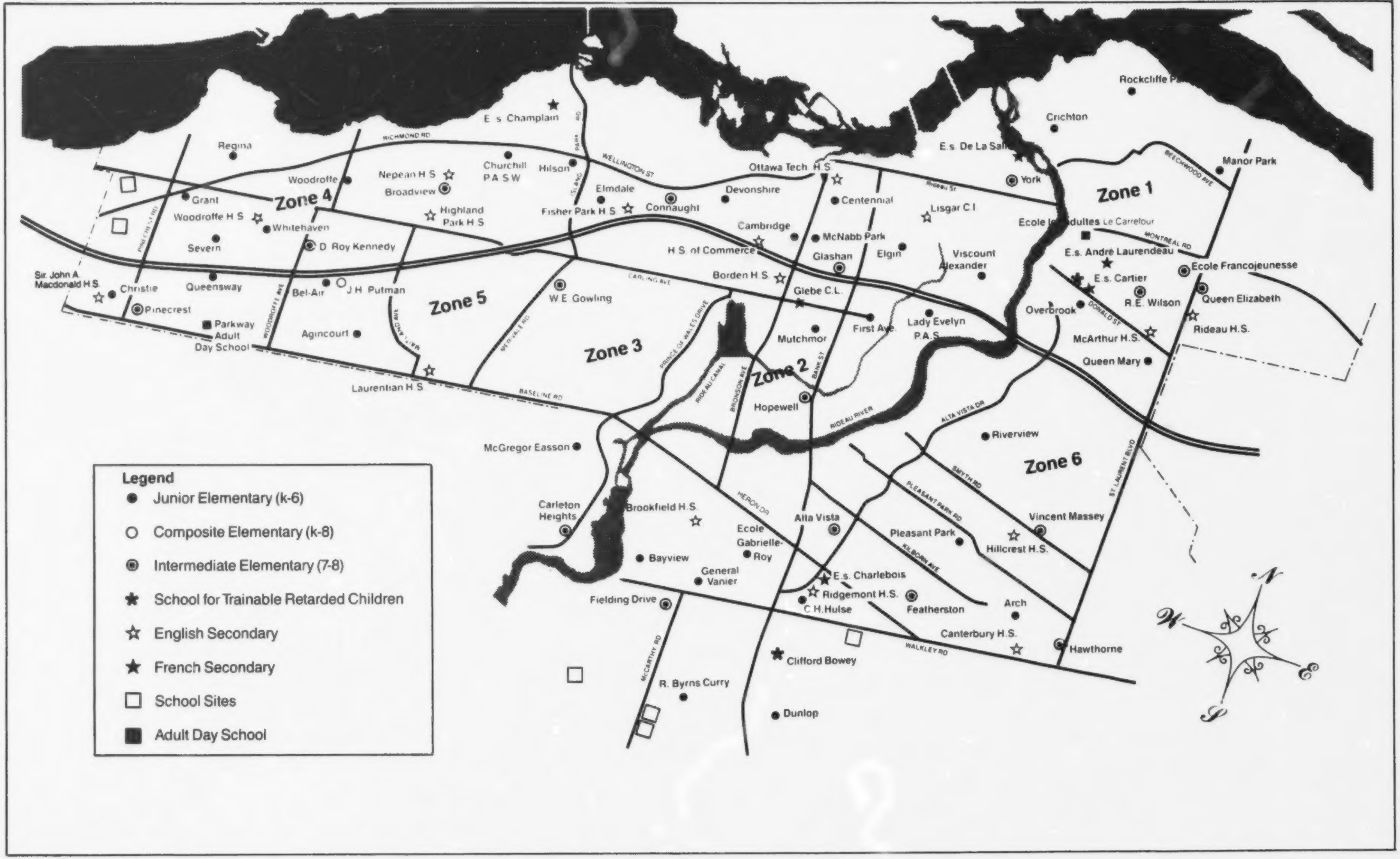
Map 12.1

CARLETON BOARD OF EDUCATION
ELEMENTARY AND SECONDARY SCHOOL


INSERT
Ottawa River
GLOUCESTER
WEST CARLETON
KANATA
OTTAWA
GOULBOURN
NEPEAN
GLOUCESTER
CUMBERLAND
RIDEAU
OSGOODE
LANARK
LEEDS & GRENVILLE
STORMONT DUNDAS GLENGARRY
PRESCOTT & RUSSELL
RENFREW
(see insert)
INSERT
Ottawa River
NEPEAN
N
miles
kilometres
Legend
○ Elementary School
▽ Secondary School
( ) Early French Immersion
___ Late French Immersion
FL French Language

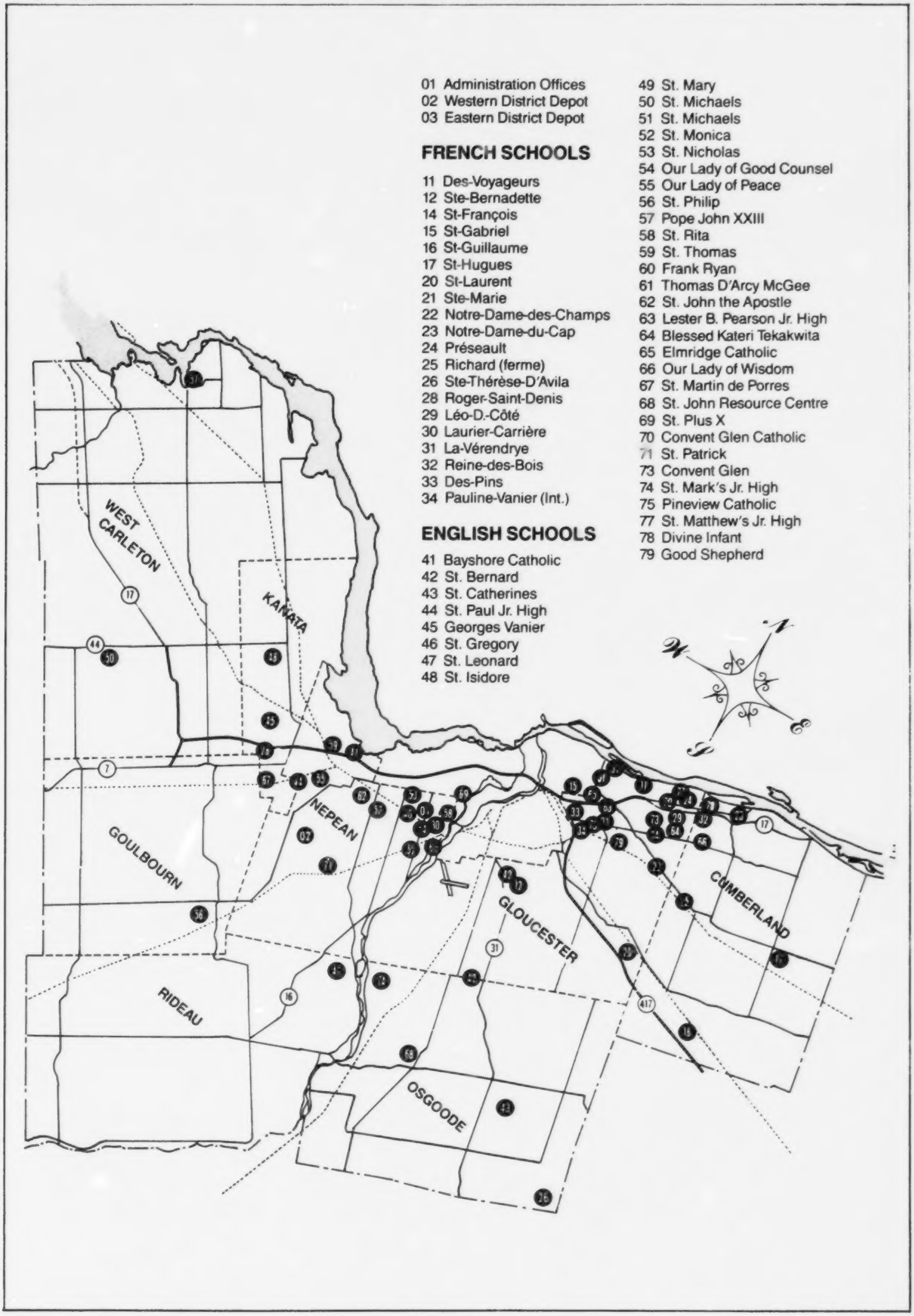
Map 12.2

THE OTTAWA BOARD OF EDUCATION


Zone 1
Zone 2
Zone 3
Zone 4
Zone 5
Zone 6
Rockcliffe Park
Crichton
Manor Park
E.s. De La Salle
York
Ecole des Adultes Le Carrefour
E.s. Andre Laurendeau
E.s. Cartier
R.E. Wilson
Ecole Francojeunesse
Queen Elizabeth
Rideau H.S.
Overbrook
McArthur H.S.
Queen Mary
E.s. Champlain
Regina
Woodroffe
Grant
Woodroffe H.S.
Whitehaven
Severn
Nepean H.S.
Broadview
Highland Park H.S.
Churchill P.A.S.W.
Hilson
Elmdale
Fisher Park H.S.
Connaught
Devonshire
Ottawa Tech H.S.
Centennial
Lisgar C.I.
Cambridge
McNabb Park
H.S. of Commerce
Glashan
Elgin
Viscount Alexander
Borden H.S.
Glebe C.L.
First Ave.
Lady Evelyn P.A.S.
Mutchmor
Hopewell
D. Roy Kennedy
Sir John A. Macdonald H.S.
Christie
Queensway
Pinecrest
Bel-Air
J.H. Putman
Parkway Adult Day School
Agincourt
W.E. Gowling
Laurentian H.S.
McGregor Easson
Riverview
Vincent Massey
Hillcrest H.S.
Pleasant Park
Carleton Heights
Brookfield H.S.
Alta Vista
Ecole Gabrielle-Roy
Bayview
General Vanier
E.s. Charlebois
Ridgemont H.S.
C.H. Hulse
Featherston
Arch
Canterbury H.S.
Hawthorne
Fielding Drive
Clifford Bowey
R. Byrns Curry
Dunlop
RICHMOND RD
WELLINGTON ST
PARK RD
ISLAND
CARLING AVE
WOODROFFE AVE
PINECREST RD
MAITLAND AVE
MERIVALE RD
BASELINE RD
PRINCE OF WALES DRIVE
RIDEAU CANAL
BRONSON AVE
BANK ST
RIDEAU RIVER
HERON RD
ALTA VISTA DR
SMYTH RD
PLEASANT PARK RD
KILBORN AVE
WALKLEY RD
MCCARTHY RD
ST. LAURENT BLVD
BEECHWOOD AVE
MONTREAL RD
DONALD ST
RIDEAU ST
N
E
S
W
Legend
● Junior Elementary (k-6)
○ Composite Elementary (k-8)
◉ Intermediate Elementary (7-8)
✱ School for Trainable Retarded Children
☆ English Secondary
★ French Secondary
☐ School Sites
■ Adult Day School

Map 12.3

CARLETON ROMAN CATHOLIC SCHOOL BOARD
LOCATION OF SCHOOLS



01 Administration Offices
02 Western District Depot
03 Eastern District Depot

FRENCH SCHOOLS

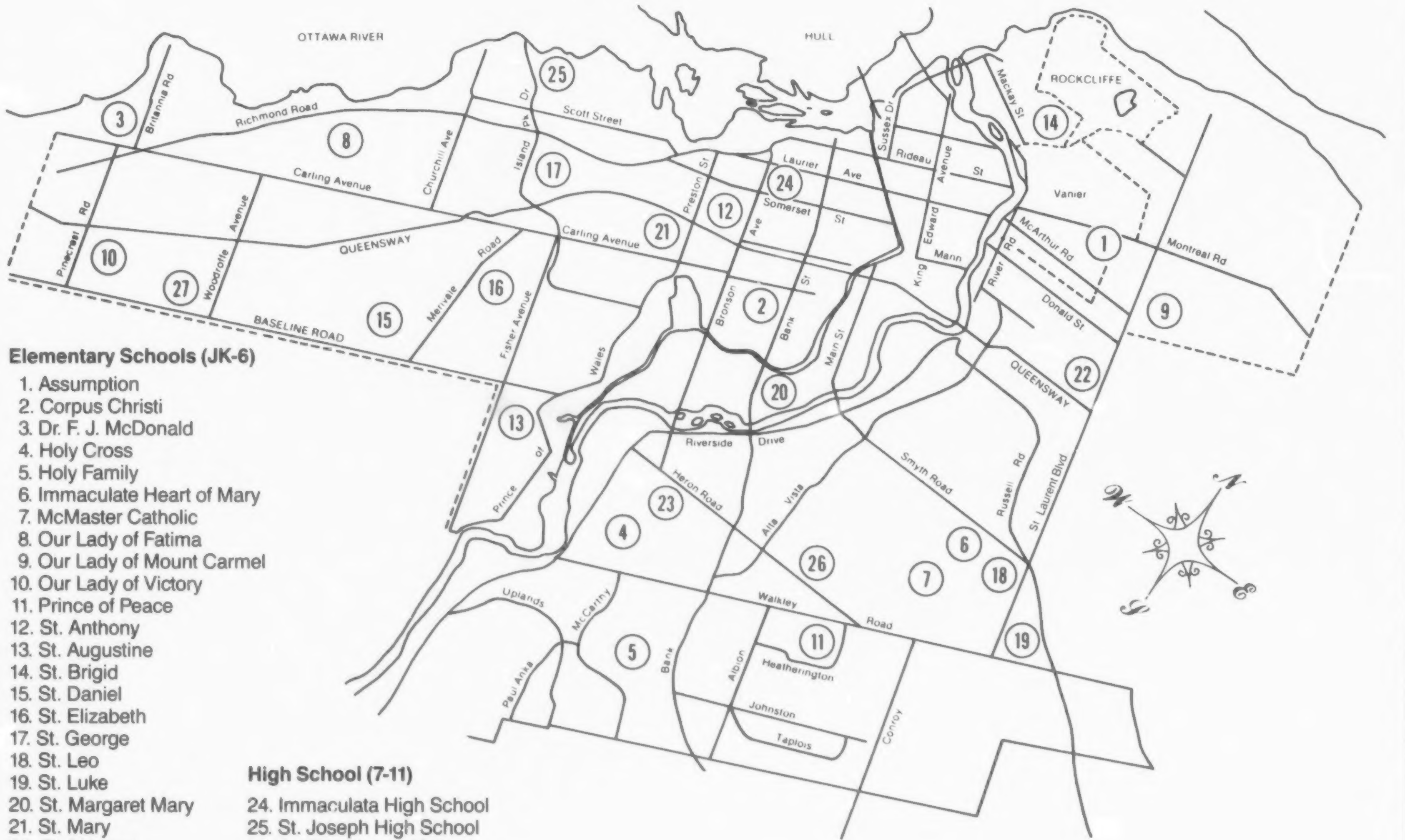
11 Des-Voyageurs
12 Ste-Bernadette
14 St-François
15 St-Gabriel
16 St-Guillaume
17 St-Hugues
20 St-Laurent
21 Ste-Marie
22 Notre-Dame-des-Champs
23 Notre-Dame-du-Cap
24 Préseault
25 Richard (ferme)
26 Ste-Thérèse-D'Avila
28 Roger-Saint-Denis
29 Léo-D.-Côté
30 Laurier-Carrière
31 La-Vérendrye
32 Reine-des-Bois
33 Des-Pins
34 Pauline-Vanier (Int.)

ENGLISH SCHOOLS

41 Bayshore Catholic
42 St. Bernard
43 St. Catherines
44 St. Paul Jr. High
45 Georges Vanier
46 St. Gregory
47 St. Leonard
48 St. Isidore
49 St. Mary
50 St. Michaels
51 St. Michaels
52 St. Monica
53 St. Nicholas
54 Our Lady of Good Counsel
55 Our Lady of Peace
56 St. Philip
57 Pope John XXIII
58 St. Rita
59 St. Thomas
60 Frank Ryan
61 Thomas D'Arcy McGee
62 St. John the Apostle
63 Lester B. Pearson Jr. High
64 Blessed Kateri Tekakwita
65 Elmridge Catholic
66 Our Lady of Wisdom
67 St. Martin de Porres
68 St. John Resource Centre
69 St. Plus X
70 Convent Glen Catholic
71 St. Patrick
73 Convent Glen
74 St. Mark's Jr. High
75 Pineview Catholic
77 St. Matthew's Jr. High
78 Divine Infant
79 Good Shepherd

Map 12.4

OTTAWA ROMAN CATHOLIC SEPARATE SCHOOL BOARD – ENGLISH-LANGUAGE SCHOOLS


OTTAWA RIVER
HULL
ROCKCLIFFE
Vanier
Britannia Rd
Richmond Road
Carling Avenue
Churchill Ave
Island Pk Dr
Scott Street
Pinecrest Rd
Woodroffe Avenue
QUEENSWAY
Merivale Road
BASELINE ROAD
Fisher Avenue
Prince of Wales
Preston St
Laurier Ave
Somerset St
Bronson Ave
Bank St
Main St
Sussex Dr
Rideau St
Edward Avenue
King Mann
Mackay St
McArthur Rd
River Rd
Donald St
Montreal Rd
QUEENSWAY
Riverside Drive
Heron Road
Alta Vista
Smyth Road
Russell Rd
St Laurent Blvd
Walkley Road
Uplands
McCarthy
Paul Anka
Bank
Albion
Heatherington
Johnston
Taplois
Conroy
N
E
S
W
1
2
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27

Elementary Schools (JK-6)

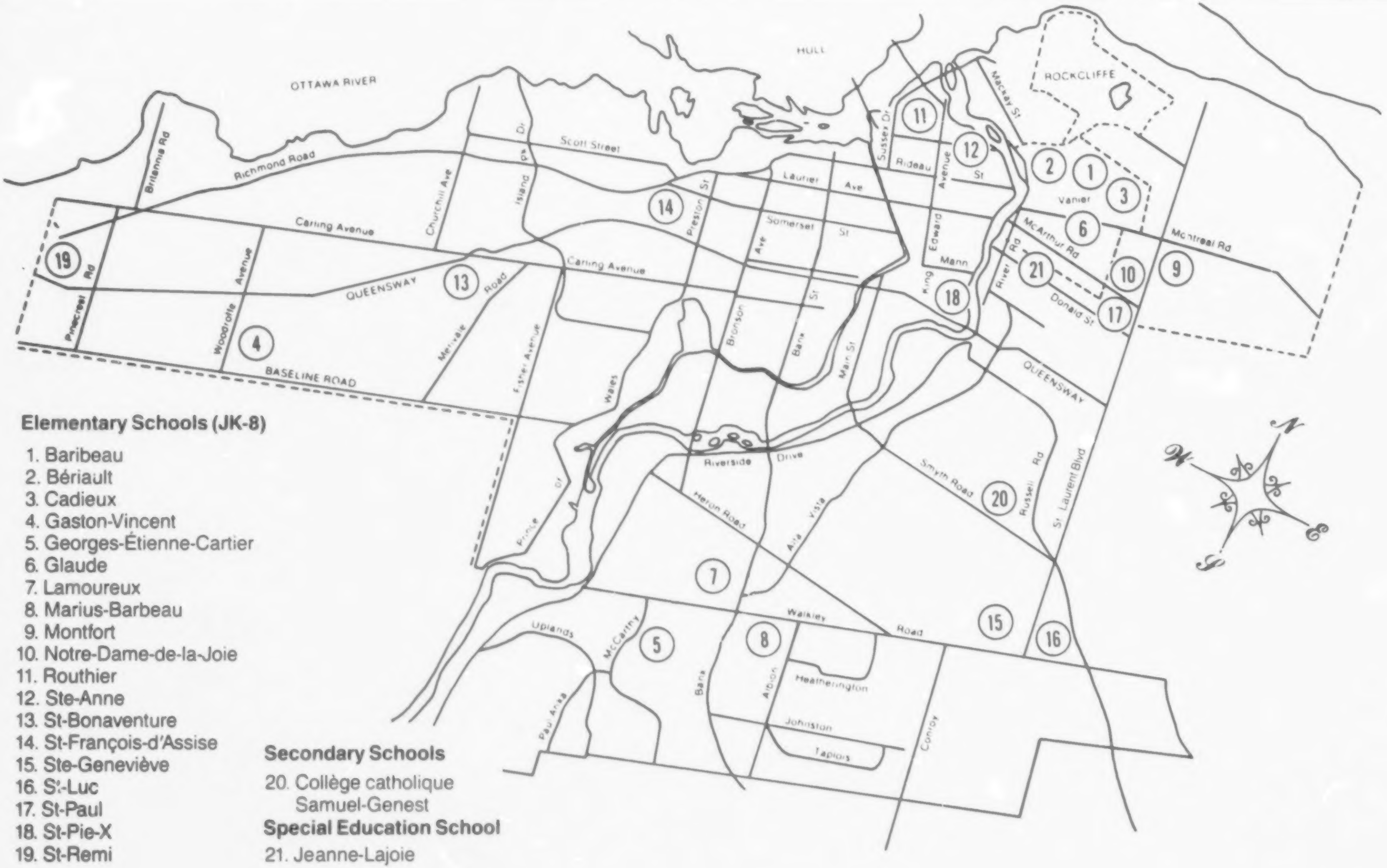
1. Assumption
2. Corpus Christi
3. Dr. F. J. McDonald
4. Holy Cross
5. Holy Family
6. Immaculate Heart of Mary
7. McMaster Catholic
8. Our Lady of Fatima
9. Our Lady of Mount Carmel
10. Our Lady of Victory
11. Prince of Peace
12. St. Anthony
13. St. Augustine
14. St. Brigid
15. St. Daniel
16. St. Elizabeth
17. St. George
18. St. Leo
19. St. Luke
20. St. Margaret Mary
21. St. Mary
22. St. Michael
23. St. Victor

High School (7-11)

24. Immaculata High School
25. St. Joseph High School
26. St. Patrick High School
27. St. Raymond High School

Map 12.5

OTTAWA ROMAN CATHOLIC SEPARATE SCHOOL BOARD – FRENCH-LANGUAGE SCHOOLS


OTTAWA RIVER
HULL
ROCKCLIFFE
Britannia Rd
Richmond Road
Scott Street
Island Pk Dr
Churchill Ave
Carling Avenue
Carling Avenue
QUEENSWAY
QUEENSWAY
Pinecrest Rd
Woodroffe Avenue
BASELINE ROAD
Merivale Road
Fisher Avenue
Wales
Prince of Wales Dr
Preston St
Bronson Ave
Bank St
Laurier Ave
Somerset St
Main St
Sussex Dr
Rideau St
Avenue
Edward
King Edward
Mann
Mackay St
Vanier
McArthur Rd
Montreal Rd
River Rd
Donald St
Riverside Drive
Heron Road
Alta Vista
Smyth Road
Russell Rd
St. Laurent Blvd
Walkley Road
Uplands
McCarthy
Paul Anka
Bank
Albion
Heatherington
Johnston
Tapiola
Conroy
1
2
3
4
5
6
7
8
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12
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14
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E
S
W

Elementary Schools (JK-8)

1. Baribeau
2. Bériault
3. Cadieux
4. Gaston-Vincent
5. Georges-Étienne-Cartier
6. Glaude
7. Lamoureux
8. Marius-Barbeau
9. Montfort
10. Notre-Dame-de-la-Joie
11. Routhier
12. Ste-Anne
13. St-Bonaventure
14. St-François-d'Assise
15. Ste-Geneviève
16. St-Luc
17. St-Paul
18. St-Pie-X
19. St-Remi

Secondary Schools

20. Collège catholique Samuel-Genest

Special Education School

21. Jeanne-Lajoie

The committee expects that all schools attended by Francophone students in 1988, together with land and equipment, will be considered for transfer to the new board.

Schools likely to be considered for transfer are listed in tables 12.1 and 12.2. It should be noted that there is surplus space in both French and English schools of the region. By 1988 this list of schools is likely to change for such reasons as school closures and enrolment changes.

Schools accommodating Francophone students as of September 1, 1988 are the schools to be transferred to the new board. This arrangement, if made public well in advance of that date, will help parents and students choose a school.

The transfer of ownership of schools should occur at the beginning of the board's fiscal year. The transfer process should include equipment and furniture, with funding to be in accordance with Memorandum B7. Furthermore, the interim planning committees, proposed in chapter 14, should consider the disposition of schools once occupied by French-language students.

The committee recommends that:

48. (a) schools to be transferred to the French-language school board be identified by September 1, 1988;

(b) the ownership of these schools be transferred to the French-language school board on January 1, 1989;

(c) such transfers include equipment and furniture, with funding in accordance with Memorandum B7;

(d) in the case of a disagreement over identification and transfer, an appeal process be established by the Ministry of Education to resolve any dispute not later than January 1, 1989.

As stated earlier in this chapter, other capital needs of the new board will include warehouses, an education centre, and equipment related to student transportation and office equipment. Part III of this report, which deals with these matters in more detail, proposes a co-ordinated planning process for determining the most efficient use of facilities for the five boards' short- and long-term needs.

The committee recommends that:

49. the use of existing facilities (including schools) be maximized by joint planning and effective co-operation between the French-language school board and the four existing Ottawa-Carleton school boards.

Table 12.1 French-Language Public Schools in Ottawa-Carleton, 1985

Board	School	Level	Ministry Capacity*	Average Enrolment (September 1985)
Carleton Board of Education	Séraphin-Marion	K-7	602	370
	Garneau	9-13	1,250	1,092
	Louis-Riel	9-13	1,040	786
Ottawa Board of Education	Francojeunesse	JK-8	400	460
	Gabrielle-Roy	JK-6	390	284
	André-Laurendeau	9-13	1,310	826
	Cartier	9-12	1,040	354
	Champlain	9-13	1,390	512
	Charlebois	9-13	1,520	639
	De-La-Salle	9-13	1,750	912

Source: Statistics Branch, Ministry of Education, Ontario.

* Ministry capacity is based upon 35 pupils/classroom at the elementary level and 30 pupils/classroom at the secondary level.

Table 12.2 French-Language Separate Schools in Ottawa-Carleton, 1985

Board	School	Level	Ministry Capacity*	Average Enrolment (September 1985)
Carleton Roman Catholic Separate School Board	Des-Pins	JK-6	442	401
	Des-Voyageurs	JK-6	761	755
	La-Vérendrye	JK-6	726	293
	Laurier-Carrière	JK-8	425	363
	Notre-Dame-des-Champs	JK-8	280	167
	Notre-Dame-du-Cap	JK-6	231	185
	Préseault	JK-6	557	622
	Reine-des-Bois	JK-6	635	566
	Roger-Saint-Denis	JK-8	411	390
	St-Gabriel	JK-6	780	281
	St-Guillaume	JK-8	301	150
	St-Hugues	JK-8	250	184
	St-Laurent	JK-6	406	120
	Ste-Bernadette	JK-8	269	238
	Ste-Marie	JK-6	406	268
	Ste-Thérèse-D'Avila	JK-8	105	126
	Léo-D.-Côté (Int.)	7-8	548	491
	Pauline-Vanier (Int.)	7-8	553	305
Ottawa Roman Catholic Separate School Board	Baribeau	JK-8	530	290
	Bériault	JK-8	670	238
	Cadieux	JK-8	735	310
	Gaston-Vincent	JK-8	390	58
	Georges-Etienne-Cartier	JK-8	465	278
	Glaude	JK-8	595	255
	Lamoureux	JK-8	320	146
	Marius-Barbeau	JK-8	460	224
	Montfort	JK-8	840	262
	Notre-Dame-de-la-Joie	JK-8	315	123
	Routhier	JK-8	450	163
	Saint-Paul	JK-8	815	509
	St-Bonaventure	JK-8	445	284
	St-François d'Assise	JK-8	691	301
	St-Luc	JK-8	535	216
	St-Pie X	JK-8	516	204
	St-Rémi	JK-8	500	175
	Ste-Anne	JK-8	710	233
	Ste-Geneviève	JK-8	460	395
	Collège Catholique Samuel-Genest	9-11	1,068	521
	Jeanne-Lajoie (specialized)	--	100	80

Source: Statistics Branch, Ministry of Education, Ontario

* Ministry capacity is based upon 35 pupils/classroom at the elementary level and 30 pupils/classroom at the secondary level.

13. FINANCES

The French-language board will have to provide a quality of education that is at least equal to what is offered to Francophone students and ensure equality of opportunity for all those to be served by this board. The principles of quality education and equality of opportunity have been accepted as a priority in Ontario for a number of years.

In order to meet the needs of students, from young children to adults, the French-language school board will need qualified personnel, a full range of programs, appropriate facilities and many other equally costly programs, services, and resources. These will be realized only if the revenues available to the board and its sections are sufficient.

The committee recommends that:

50. the French-language school board have access to sufficient financial resources to permit it to offer quality education and equality of opportunity to all its students, at a level at least equal to what is presently offered to these students in Ottawa-Carleton.

The board and its sections will have to develop financial procedures for preparing a budget and for allocating and disbursing funds. The manner of preparing and publishing the budget and financial statements should ensure that trustees are reporting to their respective electorate in a way that is consistent with constitutional rights.

The committee recommends that:

51. the financial policies, procedures, and statements of the French-language school board be developed and implemented in a manner that respects the constitutional obligations of the board and its sections.

Revenues

To carry out its mandate, the board and its sections will have access to revenues mainly from two sources: local property taxes and provincial grants.

Local Property Taxes

To calculate the portion of funds to be raised from property taxes and provincial grants, it is essential to assess the value of properties owned by the board's Roman Catholic and public supporters. This assessment allows the Ministry of Education to establish the rate of its grants to the board, since this level is proportional to the board's ability to raise funds through local property taxes. The enumeration process described in chapter 5 will be the basis for the determination of assessment base.

The board and its sections can calculate the revenue needed from local property school taxes from their estimates of the projected amount of the ministry grant. In accordance with Ministry of Education requirements, these revenues will be apportioned by panel (elementary and secondary) and by tax base (separate school and public).

The committee recommends that:

52. the Ottawa-Carleton French-Language School Board determine the mill rates to be levied for elementary and secondary school purposes as approved by its public school and Roman Catholic school trustees.

Board revenues from local taxation are raised on residential and farm as well as on commercial and industrial properties. These revenues should be obtained from taxpayers supporting the French-language school board, and these taxpayers should be identified as supporters of either the Roman Catholic or public section.

The committee recommends that:

53. the revenue from local taxes in support of schools operated by the French-language school board be received by the board and distributed to the appropriate section.

- Residential and Farm Assessment

For the Ottawa-Carleton French-Language School Board to have access to all its tax base, eligible local ratepayers should be able to direct their taxes for the 1989 fiscal year to this newly created board. They will have to identify themselves as Francophone citizens at the enumeration for the 1988 election, or notify the appropriate regional assessment office before the annual assessment roll is prepared. This requirement is consistent with the present procedures for identifying ratepayers and electors. Thus, before the 1988 enumeration, electors and ratepayers must be informed of their rights and responsibilities concerning the identification process.

The committee recommends that:

54. an information process be developed to advise Ottawa-Carleton ratepayers on the requirement to transfer their taxes to the Ottawa-Carleton French-Language School Board, if they wish to become supporters of either the Roman Catholic or public section of the new board;

55. transfer of these taxes be effective on January 1, 1989.

- Commercial and Industrial Assessment

The principle of equality of access to quality education has been emphasized throughout this report. At present, this access is compromised by the discrepancy among the Ottawa-Carleton boards' revenues from local property taxes, particularly from commercial and industrial assessment.

For instance, board revenues from commercial and industrial taxes in 1985 varied from $66,528,149 to $1,581,929.[37] The problems caused by this discrepancy would be magnified if they occurred between the tax base of the two sections of the French-language board. Moreover, it would be impossible for the board to achieve the principles of equality of opportunity and quality education as stated in recommendation 50. The committee realizes that provincial grants do offset the discrepancy to a certain extent, but a board with greater access to commercial and industrial assessment can offer more varied programs and services than other boards.

The uneven geographical distribution of businesses and industries in Ottawa-Carleton contributes to the discrepancy referred to above. Yet, many of these businesses benefit from consumers throughout Ottawa-Carleton. Without any modification in the allocation of revenues from this source of taxation, the discrepancy will continue.

The committee recommends that:

56. commercial and industrial assessment in Ottawa-Carleton be pooled, and this assessment be distributed equitably among the school boards of the region, beginning in the 1989 fiscal year.

Of the methods the committee has considered for determining this distribution, it seems that distribution based on the number of students relates best to the needs of the boards, and is most equitable. Distribution on the basis of residential and farm assessment would only perpetuate existing inequities.

Furthermore, distributing this assessment on the total population served by each board would not necessarily provide the greatest assessment to the boards with the largest student population.

The committee recommends that:

> 57. commercial and industrial assessment be distributed among the Ottawa-Carleton school boards on the basis of student enrolment.

This recommendation could affect both the provincial grants to each board and the revenues to be raised from local taxes. The committee is concerned that an undue burden might be placed on a board by the shift of revenues in any one year resulting from the redistribution of pooled commercial and industrial assessment.

It will therefore be necessary for the provincial government, in consultation with the local school boards, to review the impact of pooling of commercial and industrial assessment and to consider some financial arrangements to phase in the impact of introducing regional pooling on January 1, 1989.

The committee recommends that:

> 58. the provincial government consider providing special financial assistance to lessen the impact of regional pooling, to be introduced on January 1, 1989.

Provincial Grants

Over the past 20 years the fluctuating levels of provincial support for elementary and secondary school education has created an imbalance between provincial and local contributions, particularly in the last few years. In 1975 provincial support was at 61.3% and in 1985, at 46.4%. Moreover, the share of provincial dollars allocated to elementary and secondary education was 16.7% of the total provincial budget in 1975, while in 1985 it was only 13.5%.[38] This steady decline in provincial support since 1975 has put a greater share of the cost of education upon local taxpayers, at a time when the financial demands on local and provincial school boards have been increasing.

It is generally accepted in Ottawa-Carleton that the inequity of this sharing of the cost of education is increased by the discrepancy in the boards' ability to raise funds from local taxes. The larger residential and farm tax base as well as the commercial and industrial tax base of some school boards in the region has increased the gap between the boards' financial resources.

The committee recognizes that quality education does not depend solely upon the financial resources of a school board. Accessibility to funds does, however, in many cases, dictate a board's ability to provide certain costly programs and services. The regional pooling of commercial and industrial assessment, while a major factor, only partially redresses the inequities in financial resources.

The province can restore a more appropriate share of the cost of education by allocating additional financial resources and raising the per-pupil grant ceiling. Such steps would further alleviate the difficulties faced by some boards.

The committee acknowledges that grant ceilings have been raised substantially over the past 15-20 years. Nevertheless, the cost of offering educational programs has also increased and at a faster rate during that time; therefore, the per-pupil grant ceilings have not accommodated this increase adequately. Eighty per cent of the boards across Ontario, including the four Ottawa-Carleton school boards, have been spending over ceiling for a number of years. This is another indication that present per-pupil grant ceilings are inadequate.

The committee was persuaded by the Macdonald Commission's Report suggestion that an increase in ceilings and an increase of the provincial share of the cost of education would help equalize the often considerable disparity of financial resources among the boards.[39]

The committee recommends that:

59. the provincial share of approved cost in providing elementary and secondary education be increased;

60. the province increase the per-pupil grant ceilings to a more realistic level.

Start-Up Grants

Organizing a new school board requires an initial investment of funds. During the first term of the French-language board, reserve funds and other financial assets normally accessible to established school boards will not be available.

In addition to the normal expenditures of any board, the new board will face some one-time initial major expenditures.

The committee recommends that:

61. the Ministry of Education provide start-up grants to the Ottawa-Carleton French-Language School Board to meet the initial cost of establishing a new school board.

Initial Financing

The first term of office of the French-language board will start in December 1988, and its first fiscal year will therefore commence on January 1, 1989. Payment of provincial grants to the new board should start as of January 1, 1989. This arrangement would be consistent with previous recommendations concerning transfer of local taxes.

The committee recommends that:

62. provincial grants to the new board start on January 1, 1989;

63. provincial grants be received by the board and be distributed by the board to its sections.

The new board will assume responsibility for the full operation of its own schools in September 1989. From January 1, 1989 to August 31, 1989, the students of the board (including day school and continuing education students) should continue to receive their education in the school board where they registered in September 1988, through a purchase of service agreement between the French-language school board and other Ottawa-Carleton school boards.

The committee recommends that:

64. for the period of January 1, 1989 to August 31, 1989, appropriate fees be paid by the Ottawa-Carleton French-Language School Board to school boards providing educational programs and related services to students of the new board.

PART III

PLANNING AND IMPLEMENTATION

During the 24-month period between the publication of this report and the new board's first term of office planning for establishing this new board, and for any necessary adjustments to the existing Ottawa-Carleton boards will be required. This preparatory work will be accomplished while legislation is being prepared and adopted.

In Part III the committee recommends a planning process that includes planning committees. Chapter 14, "Planning for 1988," discusses the composition, and responsibilities of the proposed committees. Chapter 15, "Planning beyond 1988," considers the new board's impact on the other Ottawa-Carleton boards and suggests ways of resolving problems arising from the board's reorganization.

14. PLANNING FOR 1988

The task of organizing a French-language school board is a matter of great interest to Francophones both within and outside the province.

The committee believes that a school board which is to provide governance of French-language schools by Franco-Ontarians be planned primarily by representatives of that community. Under the interim measures of Bill 75, from December 1, 1986 to the November 1988 election, each school board in Ottawa-Carleton will have a French-language education council composed of trustees representing the Francophone community. The councils will be responsible for governance of the board's French-language schools.

Interim French-Language Planning Committee

The committee proposes the formation of the Interim French-Language Planning Committee, to be composed of one member from each of these French-language education councils and appointed by the council members. One of the four would be selected as chairperson of the Interim Planning Committee.

In planning for the new board the knowledge and expertise that will have been acquired by the trustees of the four French-language councils would be most valuable. For this reason the primary responsibility of this planning committee would be to develop a plan to assist the trustees who will be elected in November 1988 in creating an effective and efficient school board. To accomplish this task, the assistance of educators, administrators, and trustees will be required.

The Planning Committee should co-ordinate activities and establish subcommittees as needed. Some issues that will require this committee's attention include: identifying and acquiring necessary facilities; co-ordinating present programs and identifying needs for additional programs; preparing for collective bargaining and for drawing up transfer agreements and seniority lists; projecting revenue and expenditure levels; developing budgeting, accounting, and reporting procedures; advising on the establishment of electoral zones and on the enumeration process; and advising the government on matters requiring legislation.

As stated earlier in this chapter, the implementation of interim measures under Bill 75 will provide an opportunity for Franco-Ontarian trustees to govern their own schools. The experience already acquired by Franco-Ontarians who have been trustees for a number of years and who are members of the French-language education councils should be most beneficial in planning for the new board. This report should be of immediate assistance in providing a framework for the planners. Legislation for the new board will provide further guidance and direction.

The committee recommends that:

65. (a) an Interim French-Language Planning Committee be formed to plan the establishment of the Ottawa-Carleton French-Language School Board;

(b) trustees from each French-language education council appoint a representative to this committee;

(c) one of the four trustees be selected as chairperson by the members of the committee.

It will be essential to keep the people of Ottawa-Carleton informed of all developments relating to the new board. Readiness on the part of the Planning committee members to share information and to receive suggestions as well as to consult and communicate regularly with their respective boards will help them meet their responsibilities for ensuring the success of this project.

Interim Ottawa-Carleton Education Planning Committee

Over the past ten to fifteen years, the four school boards of Ottawa-Carleton have had to adapt to changes in student enrolment. The new board will also affect student enrolment in the four boards. These boards will have to plan, individually and jointly, for the significant adjustments to their operations. The level of co-operation among these boards will influence how effectively they will adapt.

To foster such co-operation, the committee proposes the establishment of an Interim Ottawa-Carleton Education Planning Committee, to be composed of a trustee from each of the existing school boards, selected from and by the trustees who are not members of the French-language education councils. The four trustees should select a chairperson from among themselves.

The mandate of the Interim Ottawa-Carleton Education Planning Committee would be to assist in planning for the French-language school board and for the adjustments required to their own boards. Matters that will require the committee's attention include: reviewing the facilities of each board; planning for the transfer of facilities to the French-language school board; reviewing the provision and implementation of programs and services; accommodating staff needs, including transfer agreements and seniority; estimating adjustment in revenue and expenditure; ensuring the least possible disruption to students when schools are transferred; co-ordinating assistance to the Interim French-Language Planning Committee; and advising the provincial government.

The committee should also respond to any other relevant issues and questions that may arise. In carrying out their mandate, the members of this committee should keep all constituents informed of the major issues to be addressed, and particularly of any recommendations for action. The effectiveness of the interim committee members will be enhanced by their ability to consult and communicate regularly with their respective boards.

The committee recommends that:

66. an Interim Ottawa-Carleton Education Planning Committee be formed to support the planning for the establishment of the Ottawa-Carleton French-Language School Board, and to plan for matters affecting the individual and mutual interests of the four school boards;

67. this committee be composed of trustees from each of the existing Ottawa-Carleton school boards, selected from and by trustees who are not members of the French-language education councils;

68. one of these four trustees be selected as chairperson by the members of the planning committee.

Interim Ottawa-Carleton Joint Education Committee

These two interim committees should share responsibilities and information, in an atmosphere of mutual respect and trust. In addition, they should respond to common needs that are better met through joint planning, rather than through individual efforts.

For these reasons, the committee proposes the formation of the Interim Ottawa-Carleton Joint Education Committee. The mandate of this committee would be to bring together all the parties to ensure the successful planning of the new board and to minimize the disruption to the existing Ottawa-Carleton school boards.

It is important that the Minister of Education continue to demonstrate a commitment to the successful establishment of the French-language school board by naming the chairperson of the joint committee in consultation with the four school boards, including their French-language education councils.

A successful planning process requires co-operation and commitment on the part of personnel of the four existing boards particularly if comprehensive education opportunities in both English and French are to be offered to all students in Ottawa-Carleton. Therefore, board personnel should participate actively in these proposed interim planning committees.

The planning committees will require a support staff and temporary facilities as a base for operations. The provision of these needs by the Ministry of Education would be a further indication of the province's commitment to the successful conclusion of this project.

The committee recommends that:

69. an Ottawa-Carleton Interim Joint Education Committee be struck to co-ordinate the planning process;

70. this committee be composed of all members of the Interim French-Language Planning Committee and of the Interim Ottawa-Carleton Education Planning Committee;

71. the chairman of this committee be appointed by the Minister of Education in consultation with the local school boards;

72. the Ministry of Education provide the support staff and resources necessary for the planning process.

The need for joint planning among all boards obviously will not end with the establishment of the new board in 1988. With the existence of a French-language board, such co-operation and sharing of resources will be even more important. For this reason, the committee proposes, in chapter 15, the Ottawa-Carleton Joint Education Committee for planning beyond 1988.

15. PLANNING BEYOND 1988

In the previous chapter the committee noted that, over the past ten to fifteen years, a major shift in student population took place in Ottawa-Carleton. The inner-city core – Ottawa, Vanier, and Rockcliffe – saw its student population decline fairly drastically, with the total student enrolment in both Ottawa school boards declining from a high of 73,183 in 1972 to 44,172 in 1985. At the same time the two Carleton boards had a major increase: 46,399 students were registered with these boards in 1972, and by 1985 this enrolment had climbed to 59,121.[40]

As a result, the four school boards have had to make substantial changes in their operation. The Ottawa boards, faced with surplus facilities and staff, had to consolidate programs. In Carleton, trustees and administrators had to cope with a lack of additional facilities and staff for expanding programs. While the boards have had a number of joint projects, particularly for education programs, greater co-operation might have made it easier for the boards to cope with the shifts in student population.

Impact of Legislation

During this same period, the four school boards had to adapt to other changes dictated by new legislation. Bill 82 required boards to develop programs to respond to the principle of "universal access for all Ontario school-aged children to a publicly supported education, exceptionality notwithstanding". With Bill 30, which extended funding to separate schools to the end of secondary school, school boards have had to prepare for another shift in student population. The boards of education stand to face a decline in enrolment while the Roman Catholic school boards anticipate an increase.

Bill 75 giving governance of French-language education to Francophone trustees is the most recent legislation affecting school boards. In Ottawa-Carleton the measures of Bill 75 will be interim in nature since by December 1988, the French-language school board will assume the governance of French-language education. The establishment of this board will affect student enrolment, staff, facilities, and finances of the existing Ottawa-Carleton school boards (Table 15.1).

Provincial approval of the committee's recommendation to pool commercial and industrial assessment would also have a significant impact on the Ottawa-Carleton school boards (see Recommendation 56).

Table 15.1 Impact of the French-Language School Board on the Four Ottawa-Carleton Boards

Boards	Transfer of Students (*)	Transfer of Teachers (†)	Transfer of Grants (‡)	French-Language Schools in 1985
Carleton Board of Education	2,248	134	$ 7,036,600	3
Ottawa Board of Education	3,987	250	$12,402,705	7
Carleton Roman Catholic Separate School Board	5,906	370	$14,144,870	18
Ottawa Roman Catholic Separate School Board	6,017	343	$13,449,800	21
Totals	18,158	1,097	$47,033,975	49

Source: Statistics Branch, Ministry of Education, Ontario and Ottawa-Carleton School boards.

(*) Based on 1985 enrolment
(†) Based on a 16:1 ratio
(‡) Based on 1985 grant ceilings for elementary schools ($2,395) and for secondary schools ($3,275).

Over the last fifteen years, the question of restructuring the Ottawa-Carleton school boards has been addressed in several Ministry of Education reports, and will likely be raised again.[41]

The committee realizes that a large segment of the public favours some reorganization of the four existing boards. There are compelling indications of the need to apply the resources of the region differently to better meet changing educational needs.

It is evident to the committee that the local school boards are very much aware of various recommendations for some restructuring of existing school boards. Also it is the committee's impression that boards have been so preoccupied with amalgamation that they have had difficulties dealing with the potential impact of the new board.

The preferred alternative to amalgamation of school boards mentioned most frequently in submissions to the committee was to increase the level of co-operation among the boards in meeting their responsibilities.

Previous reports have analyzed the advantages and disadvantages of restructuring the school system. This committee did not have the time or resources – nor was it within its mandate – to conduct such an analysis. Given the many educational changes in Ottawa-Carleton in a very short time, and given the very strong feelings of some of the boards against amalgamation and in favour of more co-operation, the committee concludes that restructuring the region's education system might be counter-productive at this time. Restructuring could, in fact, divert the energy and resources of the boards from the many significant issues to be dealt with during the next two years, in particular the establishment of the French-language school board.

The committee would emphasize that the successful establishment of this board should not be contingent upon a decision concerning amalgamation of the other school boards. As soon as possible, however, in the interest of education in this region, the matter of reorganization should be resolved. Such a resolution should only be achieved in full consultation with the four school boards through the leadership of the Ministry of Education. The ultimate result will depend largely on the extent to which the boards demonstrate that they can work together to implement a comprehensive, efficient, and equitable education system in Ottawa-Carleton.

Ottawa-Carleton Joint Education Committee

To ensure continuity and to foster co-operation among all the boards, the committee suggests the establishment of a permanent Ottawa-Carleton Joint Education Committee. All five school boards would be represented by a trustee and the members would elect a chairman from among themselves. This joint committee would provide leadership to ensure that all boards act together to meet the educational needs of the population. It could also participate in the review of the organization of the school boards in Ottawa-Carleton. Such participation would help to ensure an appropriate and relevant response to the study from the school boards of the region.

The committee recommends that:

73. (a) following the election of 1988, the Ottawa-Carleton Joint Education Committee be formed to co-ordinate planning for matters affecting the individual and mutual interests of the five boards;

(b) this committee be composed of one trustee from each of the five Ottawa-Carleton school boards;

(c) the chairperson be a member of the committee and be selected by it;

74. (a) the five school boards, in co-operation with the Ministry of Education, conduct an analysis of the advantages and disadvantages of reorganizing the Ottawa-Carleton school boards;

(b) the Ottawa-Carleton Joint Education Committee co-ordinate the participation of the five boards in this study;

(c) a decision to proceed or not to proceed with restructuring be made at least one year in advance of the 1991 election.

PART IV

ISSUES FOR FURTHER CONSIDERATION

16. ISSUES

During its deliberations the committee members examined issues not specifically within its mandate. In this section the committee comments on some of these issues and suggests further action.

Other Regions in the Province

Trustees outside of Ottawa-Carleton school boards made joint presentations to the committee indicating their desire for a French-language school board with all powers of governance. They believe only this type of governance responds to their needs. Although it is not within the committee's mandate to make recommendations for French-language school boards outside the Ottawa-Carleton region, this question requires further attention. It should be considered by the Study Group that the Minister of Education has promised to organize within the next two years to examine the feasibility of establishing French-language school boards in other parts of the province.

Boundaries

Some school boards in the province provide education in French as the first language of instruction to a small number of Francophone students. Where numbers are small, Francophone students could be grouped under one board with a larger territorial jurisdiction to allow for a better access to quality education.

Implementing governance of French-language education by creating new school boards in different parts of the province will require some modification of present boards' boundaries. The committee suggests that the Minister's above-mentioned Study Group examine the feasibility of organizing French-language school boards in different parts of the province, since section 23 of the Charter of Rights and Freedoms does not refer to any boundary except those of a province. The province of New Brunswick, for example, has organized some French-language school boards whose boundaries are different from those of the English school boards in the same area.

Schools on National Defense Bases

The Department of National Defense of Canada operates schools on two bases in the Ottawa-Carleton region under the Ottawa Canadian Forces Base Board of Education. This board does not provide French-language education.

Teachers representing the school staff of these bases presented to the committee a brief expressing their concerns for the future of base schools. A review of schools and programs administered by the Department of National Defense on bases across Canada is being carried out. This study will probably determine the future of teachers and students in base schools. In Ottawa-Carleton some students from the Canadian Forces bases are being educated by school boards of the region, particularly at the secondary school level. A change in the status of base schools will require some response on the part of the Ottawa-Carleton school boards.

Grants in Lieu of Property Taxes

The biggest property owner in Ottawa-Carleton is the federal government. It is not assessed property taxes but instead disburses to the local municipalities an amount of money considered grants in lieu of property taxes. The committee has two major concerns about this process, and feels that some action should be taken by all parties involved in this matter to correct inequities.

The first concern of the committee is that grants provided by the federal and the provincial governments in lieu of property taxes do not reflect the recognized market value of these properties. The level of grant should be examined and brought more in line with market value.

The second concern is that the region's school boards do not benefit from these grants. Since a part of the property tax is allocated to the support of school systems, it seems logical that part of the grants paid in lieu of property taxes should be assigned to support education.

APPENDICES

APPENDIX A

COMMITTEE TERMS OF REFERENCE

TO ADVISE THE MINISTER:

(a) on the specific means by which a homogeneous French-language school board can best be established in the Regional Municipality of Ottawa-Carleton;

(b) on all issues required to be addressed in the establishment of a homogeneous French-language school board including, but not limited to,

  i) the structure and composition of the board,

  ii) the identification and qualification of electors and trustees of the board,

  iii) the number and method of distribution of trustees of the board,

  iv) the financing of the board by local taxation and general legislative grants including, for such purpose, consideration of the establishment costs, estimates of the existing and potential assessment base, and operating costs of the board respecting personnel, program, transportation, services and supplies; and

  v) the date of commencement of operations by the board, including the nature and extent of any assistance required from each of the existing school boards in respect of the commencement of operations of the new board and the delivery of educational programs in the early years of the existence of the new board,

(c) on the range of school programs, including religious studies, to be offered by such school board.

and provide recommendations to the Minister in respect of all such matters.

The committee shall further,

(a) consult with groups, associations and individuals to ensure that personnel matters and all other matters may be resolved in a fair and equitable manner and advise the Minister of the results thereof; and

(b) examine the impact that the structure of such a school board will have on the four existing school boards in the Regional Municipality of Ottawa-Carleton and advise the Minister regarding any changes to the structure and the responsibilities of such boards that the committee considers necessary or desirable.

WHEREAS it is not the intent that the committee should consider issues of constitutional law that may or may not be involved in the establishment of a homogeneous French-language school board, the committee shall formulate its advice and recommendations on the basis that legislation required for the purpose is within the constitutional competence of the Legislature.

APPENDIX B

RECOMMENDATIONS

4. The New Board

The committee recommends that:

1. the Ottawa-Carleton French-Language School Board have two sections: a Roman Catholic section and a public section;

2. one of the first tasks of the new board be to determine the responsibilities of the board as a whole and those of the sections acting on behalf of the board;

3. (a) at the beginning of the board's first term, the board responsibilities be determined by a majority vote of both sections (double-majority vote), and section responsibilities by a majority vote of either section (section-majority vote);

   (b) at any time during the board's term, a jurisdictional matter can be made a responsibility of the board as a whole by a double-majority vote;

   (c) a mid-term review to take place no later than June 30, 1990, a jurisdiction or responsibility be transferable from the board as a whole to a section acting for the board by a section-majority vote;

4. (a) prior to January 30 following the election of the members of the second and subsequent boards, an early review, confirm or amend the jurisdiction and responsibilities of the board and its sections;

   (b) the previous board's designation of responsibilities continue as policy unless modified by a new board prior to January 30;

   (c) any matter be deemed a board responsibility by a double-majority vote at any time in the term of the board, and that other changes in the designation of responsibilities, be made only at the beginning of each term of the board;

   (d) new matters arising during the term of a board be designated board responsibilities by double-majority vote or section responsibilities by a section-majority vote.

5. Enumeration

The committee recommends that:

5. provincial legislation be amended to include the qualifications for electors of the French-language school board;

6. the enumeration process be modified to allow for the identification of supporters and electors of the Roman Catholic or public sections of the French-language school board;

7. planning for the next enumeration start as soon as possible;

8. because of the greater complexity of the enumeration process, enumerators be given special training to be provided by the appropriate provincial ministry;

9. municipal staff involved in the 1988 election planning be provided with training related to the identification of French-language electors;

10. in preparation for the 1988 enumeration, a pilot project to identify future French-language electors and board supporters be carried out in the Ottawa-Carleton region in the fall of 1987;

11. information gathered through this pilot project be incorporated in the 1988 municipal assessment rolls in preparation for the 1988 enumeration and the 1989 taxation year;

12. an information program be developed to increase public awareness of changes in the enumeration and election process for 1988, and to inform the public of relevant aspects of the Ottawa-Carleton French-Language School Board.

6. Trustees

The committee recommends that:

13. provincial legislation be amended to identify the qualifications for trustees of the Ferch-language school board and its sections;

14. the number of Francophone trustees to be elected to the board be based upon the Francophone population of Ottawa-Carleton;

15. the Education Act be amended to allow for allocation of trustees to the Roman Catholic and public sections of the board, according to the population supporting each section;

16. the minimum number of trustees to represent the smaller section be five (5) trustees and the maximum number of trustees on the board be twenty (20);

17. trustees representing Roman Catholic or public school board supporters be elected by zones;

18. electoral zones based upon Francophone population be created;

19. the electoral zones be determined before the 1988 elections.

7. Students

The committee recommends that:

20. the Education Act be amended to indicate that the Ottawa-Carleton French-Language School Board will be the only board in the region to operate French-language instructional units with French as the first language of instruction (Part XI of the Education Act);

21. any student of Ottawa-Carleton having the right to a French-language education under section 23 of the Charter of Rights and Freedoms, and who elects to receive instruction in French as a first language, attend a Roman Catholic or a public school operated by the French-language school board;

22. the admission of a student, who has requested entrance to a school or the French-language board, but is not entitled under section 23 of the Charter of Rights and Freedoms to an education in French as a first language, be subject to the approval of an admissions committee;

23. the French-language school board develop an official policy outlining criteria for admission and the procedures to be followed by an admissions committee;

24. the French-language school board meet the special needs of Francophone students in Ottawa-Carleton, as they relate to assimilation, functional illiteracy, and lower levels of educational attainment.

8. Programs

The committee recommends that:

25. the board offer to young children special French-language skills programs designed to help them upgrade their French-language skills prior to or very early in their elementary school years;

26. the new board continue to offer the French-language programs provided by the Ottawa-Carleton French-language schools, and that following an assessment of student needs, it develop a unified, coherent, and sequential French-language curriculum;

27. the board and/or its sections ensure that students have access to a full range of programs while also respecting their rights to a Roman Catholic or public education;

28. the French-language school board provide special education programs that meet the exceptional needs

of students as well as their cultural and linguistic needs;

29. the French-language school board provide varied learning experiences through alternative education, co-operative education and continuing education programs, and that the board assess the needs of Francophones to ensure that its programs meet those needs.

9. Services

The committee recommends that:

30. the French-language school board provide a full range of services equivalent to those offered by the other Ottawa-Carleton school boards;

31. the French-language school board identify and establish services that meet the special needs of Franco-Ontarians;

32. the French-language school board take part in the various mechanisms established to foster co-operation and joint action among all Ottawa-Carleton school boards.

10. Senior Administration

The committee recommends that:

33. one of the first responsibilities of the board be to appoint the Director of Education and Chief Executive Officer of the French-language school board;

34. the position of Chief Executive Officer of the French-language school board be advertised widely;

35. the Director of Education be appointed by a double majority vote;

36. with the advice of the Director of Education, the French-language school board develop at an early date, an administrative structure and procedures for approving the appointment of senior staff.

11. Personnel

The committee recommends that:

37. the French-language school board determine, at an early date, the division of responsibilities between the board and its section in all matters relating to employee and staff groups;

38. (a) the French-language school board enter into agreements with the four existing boards to determine which staff presently employed as senior administrative staff in programs and services established under Part XI of the Education Act are eligible for transfer and whose services will not be required by their present board as a result of the establishment of the French-language school board;

(b) the board fill senior administrative staff positions (with the exception of Director of Education) through a competition among staff identified in (a);

(c) if the board does not find suitable qualified applicants to fill remaining senior administrative positions, these positions be filled through open competition;

(d) the board assume responsibility for the employment contract of staff identified in (a) and not chosen in (b) using procedures established for teaching and support staff;

(e) in certain cases, the board be encouraged to purchase services or utilize staff seconded from existing boards to meet short- or long-term requirements;

39. agreements be established between the French-language school board and each of the four other Ottawa-Carleton school boards for the transfer of teaching and support staff employed in programs established under Part XI of the Education Act;

40. legislation and/or regulations be introduced to make provision for any necessary or unresolved issues related to the orderly transfer of staff to the new French-language school board;

41. prior to November 30, 1988, preliminary work be part of the planning process involving appropriate staff representation to identify similarities, discrepancies, short- and long-term issues within the negotiating mandate of each staff group;

42. immediately following the 1988 election of board trustees, the teaching and support staff to be transferred to the new board be identified;

43. (a) following this identification of staff, representatives from each staff group be empowered to bargain with the board on behalf of their group, to reach an agreement/understanding with the board prior to September 1, 1989;

(b) all relevant legislation and/or regulation be amended to allow these negotiations to take place;

44. in the case of individuals belonging to a group that has concluded a collective agreement/ understanding with the French-language school board, the individual employment contracts of employees designated for transfer to this board be transferred on September 1, 1989, and the salaries and benefits of the individual members of that group become the responsibility of the new board;

45. (a) failing resolution of all issues between the board and any of its employee groups by August 31, 1989, all members of such groups continue to be employed and paid by their previous board(s), and be seconded to the French-language board through purchase of service agreements;

(b) the governing collective bargaining legislation of any employee group determine the process for resolving disputes during the period of August 31, 1989 to May 31, 1990;

(c) failure to reach a collective agreement/ understanding by May 31, 1990 bring into force an arbitration process as outlined in the appropriate legislation (Bill 100, Labour Relations Act), with such arbitration to be completed by August 31, 1990;

(d) in the case of an individual belonging to a collective bargaining group that has not reached an agreement/understanding prior to the dates mentioned in (b) or (c) above, their employment contracts be transferred on the date that their new collective agreement/understanding becomes effective;

46. the French-language school board give serious consideration to the establishment of a double-seniority system to deal equitably with employees affected by enrolment trends in the Ottawa-Carleton region.

12. Property

The committee recommends that:

47. schools be transferred from the four existing Ottawa-Carleton school boards to the French-language school board in accordance with the conditions set out in Memorandum B7 "Amendment to the Capital Grant Plan 1979";

48. (a) schools to be transferred to the French-language school board be identified by September 1, 1988;

(b) the ownership of these schools be transferred to the French-language school board on January 1, 1989;

(c) such transfers include equipment and furniture, with funding in accordance with memorandum B7;

(d) in the case of a disagreement over identification and transfer, an appeal process be established by the Ministry of Education to resolve any dispute not later than January 1, 1989;

49. the use of existing facilities (including schools be maximized by joint planning and effective co-operation between the French-language school board and the four existing Ottawa-Carleton school boards.

13. Finances

The committee recommends that:

50. the French-language school board have access to sufficient financial resources to permit it to offer quality education and equality of opportunity to all its students, at a level at least equal to what is presently offered to these students in Ottawa-Carleton;

51. the financial policies, procedures, and statements of the French-language school board be developed and implemented in a manner that respects the constitutional obligations of the board and its sections;

52. the Ottawa-Carleton French-Language School Board determine the mill rates to be levied for elementary and secondary school purposes as approved by its public school and Roman Catholic school trustees;

53. the revenue from local taxes in support of schools operated by the French-language school board be received by the board and distributed to the appropriate section;

54. an information process be developed to advise Ottawa-Carleton ratepayers on the requirement to transfer their taxes to the Ottawa-Carleton French-Language School Board, if they wish to become supporters of either the Roman Catholic or public section of the new board;

55. transfer of these taxes be effective on January 1, 1989;

56. commercial and industrial assessment in Ottawa-Carleton be pooled and this assessment be distributed equitably among the school boards of the region, beginning in the 1989 fiscal year;

57. commercial and industrial assessment be distributed among the Ottawa-Carleton school boards on the basis of student enrolment;

58. the provincial government consider providing special financial assistance to lessen the impact of regional pooling, to be introduced on January 1, 1989;

59. the provincial share of approved cost in providing elementary and secondary education be increased;

60. the province increase the per-pupil grant ceilings to a more realistic level;

61. the Ministry of Education provide start-up grants to the Ottawa-Carleton French-Language School Board to meet the initial cost of establishing a new school board;

62. provincial grants to the new board start on January 1, 1989;

63. provincial grants be received by the board and be distributed by the board to its sections;

64. for the period of January 1, 1989 to August 31, 1989, appropriate fees be paid by the Ottawa-Carleton French-Language School Board to school boards providing educational programs and related services to students of the new board;

14. Planning for 1988

The committee recommends that:

65. (a) an Interim French-Language Planning Committee be formed to plan the establishment of the Ottawa-Carleton French-Language School Board;

    (b) trustees from each French-language education council appoint a representative to this committee;

    (c) one of the four trustees be selected as chairperson by the members of the committee;

66. an Interim Ottawa-Carleton Education Planning Committee be formed to support the planning for the establishment of the Ottawa-Carleton French-Language School Board, and to plan for matters

affecting the individual and mutual interests of the four school boards;

67. this committee be composed of trustees from each of the existing Ottawa-Carleton school boards, selected from and by trustees who are not members of the French-language education councils;

68. one of these four trustees be selected as chairperson by the members of the planning committee;

69. an Ottawa-Carleton Interim Joint Education Committee be struck to co-ordinate the planning process;

70. this committee be composed of all members of the Interim French-Language Planning Committee and of the Interim Ottawa-Carleton Education Planning Committee;

71. the chairman of this committee be appointed by the Minister of Education in consultation with the local school boards;

72. the Ministry of Education provide the support staff and resources necessary for the planning process.

15. Planning Beyond 1988

The committee recommends that:

73. (a) following, the election of 1988, the Ottawa-Carleton Joint Education Committee be formed to co-ordinate planning for matters affecting the individual and mutual interests of the five boards;

(b) this committee be composed of one trustee from each of the five Ottawa-Carleton school boards;

(c) the chairperson be a member of the committee and be selected by it;

74. (a) the five school boards, in co-operation with the Ministry of Education, conduct an analysis of the advantages and disadvantages of reorganizing the Ottawa-Carleton school boards;

(b) the Ottawa-Carleton Joint Education Committee co-ordinate the participation of the five boards in this study;

(c) a decision to proceed or not to proceed with restructuring be made at least one year in advance of the 1991 election.

APPENDIX C

SCHEDULE OF PUBLIC HEARINGS

NAME	DATE/TIME	PLACE
	April 7	
1. Linda MacLeod Canadian Forces Base, Ottawa	1:30	Ottawa Board of Education
2. Virginia Beane Carleton Council of Parent/School Association	2:15	
3. Jane Dobell	3:00	
	April 15	
4. D.R. McDiarmid Public Education Committee First Unitarian Church	10:45	Ottawa Board of Education
5. Daniel Villeneuve Société ontarienne pour enfants autistes	2:30	
	April 21	
6. Georges Gauthier Association des directeurs des écoles secondaires de langue française du conseil scolaire d'Ottawa	10:00	Carleton Roman Catholic Seperate School Board
7. Beth Little Parent-Advisory Committee Sir John A. Macdonald	11:00	
	April 21	
8. Barry Schneider Association ontarienne de psychologie	1:30	Carleton Roman Catholic Separate School Board
9. Basil Macdonald	2:15	

April 22

10.	Denis Thompson Ralliement des Associations parents-instituteurs Conseil des écoles catholiques romaines de Carleton	10:00	Carleton Roman Catholic Separate School Board
11.	Yvan Albert Comité consultatif de langue française Conseil scolaire d'Ottawa	11:00	
12.	Yvon Goulet Association des parents Séraphin-Marion	2:30	
13.	Hugh Connelly	3:30	

April 28

14.	Robert Bélanger	1:30	Carleton Roman Catholic Separate School Board
15.	Raynald Guay Union des parents de l'école secondaire Charlebois	2:15	
16.	Rolande Soucie	6:30	
17.	Gilles Marleau	7:15	
18.	Conseil francophone de planification scolaire d'Ottawa-Carleton	8:00	

April 29

19.	Sister Anna Clare Ontario English Teachers' Association	10:00	Ottawa Board of Education
20.	Bernard Labrosse Comité consultatif de langue française Conseil d'éducation de Carleton	11:00	
21.	Association francophone pour l'éducation publique	1:30	

22.	Association des enseignantes et des enseignants franco-ontariens	2:30	
23.	Fisher Park Parents Association	3:30	
		April 30	
24.	Marguerite Yamasaki Fédération des associations de parents et instituteurs, régionale Carleton-Ottawa-Vanier	10:00	Ottawa Board of Education
25.	Jean-Pierre Cloutier Association canadienne française de l'Ontario Prescott-Russell	10:45	
26.	Mario Lajoie Psychologues en milieu scolaire d'Ottawa-Carleton	1:30	
27.	Georges Lemay	2:30	
		May 5	
28.	Conseil d'éducation de Carleton	10:00	Carleton Roman Catholic Separate School Board
29.	Conseil des écoles catholiques romaines de Carleton	11:00	
30.	Pat Bowie	2:30	
		May 6	
31.	Comité de coordination des enseignantes et des enseignants franco-ontariens	10:00	Carleton Roman Catholic Separate School Board
32.	Douglas McAndless Claudette Foisy-Moon Ontario Teachers' Federation	11:00	

33.	Gérard Bertrand Association canadienne-française de l'Ontario, Conseil régional Ottawa-Carleton	1:30	
34.	Roberta Anderson	2:00	
35.	Conseil des écoles séparées des comtés de Prescott-Russell et Conseil de l'éducation des comtés de Prescott-Russell	3:00	
		May 12	
36.	John Boich Executive Director Ontario Association of Education Administrative Officials	10:00	Ottawa Roman Catholic Separate School Board
37.	Rod Albert Fédération des enseignantes et des enseignants des écoles secondaires de l'Ontario	11:00	
38.	Jocelyne Ladouceur Association française des conseils scolaires de l'Ontario	1:30	
39.	Jim McMurray	2:30	
40.	Marc Godbout Association des surintendants franco-ontariens	3:15	
		May 13	
41.	Brian Boyden St. Patrick's Advisory Council	10:00	Ottawa Roman Catholic Separate School Board
42.	Ottawa Board of Education	11:00	
43.	Conseil des écoles séparées catholiques d'Ottawa	1:30	

44.	English Trustees Ottawa Roman Catholic Separate School Board	2:30
45.	Eugène Bellemare	3:30

Note: The following written briefs were received by the committee:

46. Richard Joy

47. Canterbury High School Parents' Advisory Committee

48. Peter Evans

APPENDIX D

PLANNING TIMETABLE, 1986-90

January 23, 1986	Formation of the Ottawa-Carleton French-Language Education Advisory Committee
December 1986	Publication of the Ottawa-Carleton French-Language Education Advisory Committee report
	Beginning of the mandate of the French-language education councils
January 1987	Formation of the Interim Ottawa-Carleton French-Language Planning Committee, the Interim Ottawa-Carleton Education Planning Committee, and the Interim Ottawa-Carleton Joint Education Committee
Fall 1987	Ottawa-Carleton enumeration pilot project
September 1988	Identification of French-language schools to be transferred to the new board
	Province-wide enumeration
November 1988	Municipal and school board elections
December 1988	First meeting of the French-language school board
	Beginning of the first term of office of the French-language school board
January 1989	First fiscal year of the French-language school board
	Transfer of French-language schools to the new board
	Formation of the Ottawa-Carleton Joint Education Committee

September 1989	Operation of French-language schools by the Ottawa-Carleton French-Language School Board
November 1990	Ministerial decision whether to proceed with restructuring of school boards in Ottawa-Carleton

APPENDIX E

EXTRACTS FROM LEGISLATION

1. MUNICIPAL ELECTIONS ACT: SECTIONS 12, 13, 19

Section 12

A person is entitled to be an elector in a municipality if he is not disqualified under this or any other Act or otherwise prohibited by law from voting in the election and if, at any time during the period commencing on the Tuesday following the first Monday in September in an election year and ending on the Wednesday in October that precedes polling day by nineteen days, he,

(a) is a resident in such municipality;

(b) is a Canadian citizen or other British subject; and

(c) has attained the age of eighteen years or on or before polling day will attain the age of eighteen years. R.S.O. 1980, c. 308, s.12.

Section 13

A person is entitled to be an elector in a municipality if he is not disqualified under this or any other Act or otherwise prohibited by law from voting in the election and is not resident in such municipality at any time during the period commencing on the Tuesday following the first Monday in September in an election year and ending on the Wednesday in October that precedes polling day by nineteen days, but at any time during such period, he,

(a) is the owner or tenant of land in the municipality or the spouse of such an owner or tenant

(b) is a Canadian citizen or other British subject; and

(c) has attained the age of eighteen years or on or before polling will attain the age of eighteen years. R.S.O. 1980, c. 308, s. 13.

Section 19

An assessment commissioner shall, during the period commencing on the Tuesday following the first Monday in September and ending on the 30th day of September in an election year, from an enumeration taken during that period, compile for each polling subdivision in each municipality and locality in his assessment region a list containing the name and address of each person who meets the requirements for an elector under section 12 or 13 and such list shall signify opposite the name of an elector,

(a) who does not reside in the municipality, that he does not so reside;

(b) who is enumerated as a Roman Catholic separate school

(c) who is a Roman Catholic and the spouse of a Roman Catholic separate school supporter, that such spouse is a separate school elector;

(d) who is enumerated as a separate school elector in accordance with the Education Act, that he is a separate school elector;

(e) who is an owner or tenant of land in the municipality, that he is such an owner or tenant.
R.S.O. 1980, c. 308, s. 19.

2. EDUCATION ACT: SECTIONS 1, 95, AND 196

Section 1.(1)

In this Act and the regulations, except where otherwise provided in the Act or regulations,

43. "public school elector", in respect of an area for which one or more members of a board are to be elected by public school electors, means a public school elector under the Municipal Elections Act, who is qualified to vote at the election for such members in such area;

60. "separate school elector", in respect of an area for which one or more members of a board are to be elected by separate school electors, means a separate school elector under the Municipal Elections Act, who is qualified to vote at the election of such members in such area; R.S.O. 1980, c. 129, s. 1 (1), pars. 24-60.

61. "separate school supporter" means a Roman Catholic ratepayer,

    (i) in respect of whom notice of school support has been given in accordance with section 119 and notice of withdrawal of support has not been given under section 120,

    (ii) who is shown as a separate school supporter on the school support list as prepared or revised by the assessment commissioner under section 15 of the Assessment Act, or

    (iii) who is declared to be a separate school supporter as a result of a final decision rendered in proceedings commenced under the Assessment Act,

    and includes the Roman Catholic spouse of such ratepayer; R.S.O. 1980, c. 129, s. 1 (1), par. 61; 1981, c. 47, s. 17.

Section 95

Notwithstanding the provisions of this or any other Act, including The Metropolitan Separate School Board Act, 1953, a Roman Catholic who is not an owner or tenant as defined in the Municipal Elections Act but who,

(a) is a Canadian citizen or other British subject;

(b) has attained the age of eighteen years or on or before polling day will attain the age of eighteen year; and

(c) resides within a separate school zone,

and who wishes to be a separate school elector at an election may cause his name to be entered on the preliminary list of electors of the polling subdivision in which he resides as a separate school elector, and for such purpose is entitled to be enumerated as such and to have entered opposite his name on the preliminary list of electors for the polling subdivision in which he resides that he is a separate school elector and, where the name of such person appears on the polling list, he shall be deemed to be a separate school elector for the purpose of voting at such election. R.S.O. 1980, c. 129, s. 95; 1982, c. 32, s. 30.

Section 196

(1) A person is qualified to be elected as a member of a board if he is,

- (a) a Canadian citizen;
- (b) of the full age of eighteen years;
- (c) a resident within the area of jurisdiction of the board; and
- (d) in the case of,
  - (i) a public school board, a public school elector,
  - (ii) a Roman catholic separate school board, a separate school elector,
  - (iii) a member of a board of education to be elected by public school electors, a public school elector, and
  - (iv) a member of a board of education to be elected by separate school electors, a separate school elector.

(1a) A person who is an elector, as defined in the Municipal Elections Act in respect of an area for which one or more members of a board are to be elected, is qualified to be elected as a member of the board for any area within the jurisdiction of the board,

- (a) by public school electors if he is a public school elector in the area in which he is an elector; or
- (b) by separate school electors if he is a separate school elector in the area in which he is an elector,

if such person is otherwise qualified under subsection (1) and is not disqualified under subsection (2). 1982, c. 32, s. 53.

(2) A member of a board is eligible for re-election if otherwise qualified.

(3) A person is not qualified to be elected or to act as a member of a board,

(a) who is,

(i) a member of any other board, or

(ii) a member of the council or an elected member of a local board as defined in the Municipal Affairs Act, of a municipality, including a metropolitan or regional municipality and The District Municipality of Muskoka, all or part of which is included in the area of jurisdiction of the board,

and whose term of office has at least two months to run after the last day for filing nominations for a new election unless before the closing of nominations he has filed his resignation with the secretary of the other board or with the clerk of the municipality, as the case may be;

(b) who is the clerk or treasurer or deputy clerk, or deputy treasurer of a county or municipality, including a metropolitan or regional municipality and The District Municipality of Muskoka, all or part of which is included in the area of jurisdiction of the board;

(c) who is a member of the Assembly or of the Senate or House of Commons of Canada; or

(d) who is otherwise ineligible or disqualified under this or any other Act.

(4) A person is qualified to act as a member of a board during the term for which he was elected so long as he continues to hold the qualifications required for election as a member of the board and does not become disqualified under subsection (3).

(5) No person shall qualify himself as a candidate for more than one seat on a board, and any person who so qualifies himself and is elected to hold one or more seats on the board is not entitled to sit as a member of the board by reason of the election, and his seat or seats are thereby vacated. R.S.O. 1980, c. 129, s. 196 (2-5).

3. CHARTER OF RIGHTS AND FREEDOMS: SECTIONS 23 AND 29

Section 23

(1) Citizens of Canada

(a) whose first language learned and still understood is that of the English or French liguistic minority population of the province in which they reside, or

(b) who have received their primary school instruction in Canada in English or French and reside in a province where the language in which they received that instruction is the language of the English or French linguistic minority population of the province, (91) (1)

have the right to have their children receive primary and secondary school instruction in that language in that province.

(2) Citizens of Canada of whom any child has received or is receiving primary or secondary school instruction in English of French in Canada, have the right to have all their children receive primary and secondary school instruction in the same language.

(3) The right of citizens of Canada under subsections (1) and (2) to have their children receive primary and secondary school instruction in the language of the English or French linguistic minority population of a province:

(a) applies wherever in the province the number of children of citizens who have such a right is sufficient to warrant the provision to them out of public funds of minority language instruction; and

(b) includes, where the number of those children so warrants, the right to have them receive that instruction in minority language educational facilities provided out of public funds.

Section 29

Nothing in this Charter abrogates or derogates from any rights or privileges guaranteed by or under the Constitution of Canada in respect of denominational, separate or dissentient schools.

4. CONSTITUTION ACT, 1982: SECTION 93

In and for each Province the Legislature may exclusively make Laws in relation to Education, subject and according to the following Provisions:

(1) Nothing in any such Law shall prejudicially affect any Right or Privilege with respect to Denominational Schools which any Class of Persons have by Law in the Province at the Union:

(2) All the Powers, Privileges, and Duties at the Union by Law conferred and imposed in Upper Canada on the Separate Schools and School Trustees of the Queen's Roman Catholic Subjects shall be and the same are hereby extended to the Dissentient Schools of the Queen's Protestant and Roman Catholic Subjects in Quebec:

(3) Where in any Province a System of Separate or Dissentient Schools exists by Law at the Union or is thereafter established by the Legislature of the Province, an Appeal shall lie to the Governor General in Council from any Act or Decision of any Provincial Authority affecting any Right or Privilege of the Protestant or Roman Catholic Minority of the Queen's Subjects in relation to Education:

(4) In case any such Provincial Law as from Time to Time seems to the Governor General in Council requisite for the due Execution of the Provisions of this Section is not made, or in case any Decision of the Governor General in Council on any Appeal under this Section is not duly executed by the proper Provincial Authority in that Behalf, then and in every such Case, and as far only as the Circumstances of each Case require, the Parliament of Canada may make remedial Laws for the due Execution of the Provisions of this Section and of any Decision of the Governor General in Council under this Section.(50)

APPENDIX F

POLICY MEMORANDUM 1986: B7

MEMORANDUM TO: DIRECTORS OF EDUCATION

RE: Amendment to the Capital Grant Plan 1979 (No.5) - Revised Section 12 for Lease and Sale of Secondary Schools Between School Boards

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On June 24, 1986, Bill 30, an Act to amend the Education Act, was proclaimed law.

This legislation requires that changes be made to the Capital Grant Plan 1979. Amendment No.5, which reflects these changes, is being distributed directly to holders of the Capital Grant Plan.

This memorandum outlines the main features of Amendment No.5, which addresses the conditions relating to the provision of secondary school accommodation for separate school boards by public school boards and the financial implications of such provision. For specific details, please consult the Capital Grant Plan as amended.

Reference is also made to the implications of the transfer of diocesan properties to Roman Catholic school boards.

1. Sale

Bill 30 stipulates that transfers of ownership of public secondary schools to Roman Catholic school boards will not be made for five years, unless both the public board and the Roman Catholic school board agree and the Minister approves the transfer.

When an agreed-upon transfer does occur, the Ministry of Education will provide to the school board transferring the secondary school accommodation to a Roman Catholic school board a one-time only capital allocation of $500 for each pupil place of accommodation transferred, provided the allocation has not been made earlier under a lease agreement.

The sale price of the transfer will be $1.

Any outstanding debt will become the responsibility of the Roman Catholic school board and will be eligible for special debenture assistance.

Where diocesan properties are transferred to Roman Catholic school boards with the approval of the Ministry of Education, the ministry will not recognize any capital costs for grant purposes except for outstanding debts associated with the building, which may be considered for special debenture assistance.

2. Lease

When a public board leases secondary school accommodation to a Roman Catholic school board for a period of not less than five years, the Ministry of Education will provide to the public board a one-time only capital allocation of $500 for each pupil place of accommodation leased.

The annual lease price will be $1.

Any outstanding debt will become the responsibility of the Roman Catholic school board for as long as the lease is in force and will be eligible for special debenture assistance.

Where diocesan properties are leased to Roman Catholic school boards with the approval of the Ministry of Education, the ministry will not recognize any capital costs for grant purposes except for outstanding debts associated with the building, which may be considered for special debenture assistance.

3. Sharing

When a public board and a Roman Catholic school board agree to share the use of a public secondary school on terms approved by the ministry, the ministry will provide the public board with a one-time only capital allocation equal to the number of Roman Catholic school board pupils accommodated in the shared building x 1.5 x $500.

The Ministry of Education will provide a grant equal to the outstanding debt charges, as they become due, provided a sharing agreement is in place.

4. Capital Allocation

The capital allocations under (1), (2), and (3) above may be used for projects eligible for grant under the Capital Grant Plan and listed in a board's Capital Forecast. This allocation will be in addition to the regular capital allocation approved for a board. The regional offices are responsible for approving projects for inclusion in this allocation.

5. Other Provisions

(a) The existing provisions of the Capital Grant Plan for the lease of accommodation from private organizations remain unchanged.

(b) Provision is made for the approval, for grant purposes, of furniture and equipment for leased, shared, or purchased accommodation.

(c) Provision is made for the approval, for grant purposes, of capital allocation to the acquiring board for renovations and alterations and related projects.

(d) In order to respect the different ratepayer groups that contribute to the construction of elementary schools, the provisions relating to the sale, lease, and sharing of elementary schools remain unchanged.

The provisions outlined in Memorandum 1985:B5, "Procedures Respecting the Sale and Leasing of School Buildings Between Boards", and Memorandum 1984:B4, "Provisional Procedures Respecting Capital Projects Relevant to the Implementation of the New Policy on Roman Catholic Secondary Education", have now been superseded, with the exception of the section which relates to the disposal of surplus school buildings. Where the Minister's approval for disposal has been obtained, the owning board is required to obtain confirmation, prior to the disposal, that the coterminous board does not require the school.

Additional information is available from your regional office.

Duncan Green
Assistant Deputy Minister
Education Programs

July 17, 1986

NOTES

1. Supreme Court of Ontario, Court of Appeal, Order in Council 2154/83 Respecting the Education Act, R.S.O. 1980, Chapter 129 and Minority Language Educational Rights, June 26, 1984.

2. Report of the Ottawa-Carleton Review Commission, (Mayo Commission, H.B. Mayo, Toronto, 1976), p. 230

3. Robert L. Seed, "Perceptions and Awareness of the Residents of the Ottawa-Carleton Region Regarding the Effects and Potential Issues Involved in the Establishment of a French-Language School Board for the Ottawa-Carleton Region", survey commissioned by the Ottawa-Carleton French-Language Education Advisory Committee, Ottawa, 1986.

4. Pierre Foucher, Projet de loi concernant un Conseil scolaire de langue française en Ontario, report presented to the Ontario Association of French-Language School Trustees, Region 1 (Ottawa, 1985).

5. Maurice Lapointe, Vers un conseil scolaire de langue française, (1988): Un conseil à suivre, Ottawa, Conseil francophone de planification scolaire d'Ottawa-Carleton, 1986.

6. Robert Choquette, Language and Religion (Ottawa: University of Ottawa Press, 1975), p.55.

7. F.A. Walker, Catholic Education and Politics in Upper Canada, vol. 1 (Toronto, 1955), pp. 309-10.

8. Report of the Committee Appointed to Enquire Into the Condition of the Schools Attended by French-speaking Pupils, (Merchant, Scott, and Côté Committee), Toronto, 1927.

9. Reference made to Tiny Township Case in Supreme Court of Ontario, Court of Appeal, Minority Language Educational Rights, June 26, 1984.

10. Royal Commission on Bilingualism and Biculturalism, Report (Ottawa, 1967); Committee on French-Language Schools of Ontario (Bériault Committee), Report (Toronto, 1968), p. 81; and Comité Franco-Ontarien d'enquête culturelle (Saint-Denis Committee), Rapport (Ottawa, 1969).

11. Ministerial Commission on French-Language Secondary Education (Symons Commission), Report (Toronto, 1972).

12. Ottawa-Carleton Review Commission, (Mayo Commission), p. 230.

13. Gérard Lévesque, "Why Is a French-Language School Board Needed for the Ottawa-Carleton Region?" (Ottawa, 1977).

14. Ministry of Education, Ontario, Government Statement on the Review of Local Government in the Regional Municipality of Ottawa-Carleton, Green Paper (Toronto, 1979).

15. Joint Committee on the Governance of French-Language Elementary and Secondary Schools, Report (Ministry of Education, Toronto, 1982).

16. Ministry of Education, Ontario, A Proposal in Response to the Report of the Joint Committee on the Governance of French-Language Elementary and Secondary Schools, White Paper (Toronto, 1983).

17. Minority Language Governance Committee, (Sullivan Report), Report (Ontario Ministry of Education, Toronto, 1984), p. 20.

18. Elementary and Secondary School Funding in Ontario , Statement to the Legislature by Premier William G. Davis, June 12, 1984.

19. Foucher, Projet de loi.

20. Lapointe, Vers un conseil.

21. The distribution of representatives among the Ottawa-Carleton member municipalities are as follows: City of Ottawa, 16; Cumberland Township, 1; City of Gloucester, 3; Goulbourn Township, 1; City of Kanata, 1; Nepean, 4; Osgoode, 1; Rideau, 1; Rockcliffe, 1; City of Vanier, 2; and West Carleton Township, 1.

22. Gilles Chagnon et al. Trends 1985 (Conseil de planification sociale d'Ottawa-Carleton, Ottawa, 1986).

23. Lapointe, Vers un conseil, p. 42.

24. The members of the French-language school board will be required to meet the qualifications for electors in sections 12 and 13 of the Municipal Elections Act and in sections 1.(1) (43), 1.(1) (60), 1.(1) (61) and 95 of the Education Act, R.S.O. 1980, as well as those for potential board members in section 196 of the Education Act (see Appendix E1-E2).

25. Qualifications for Roman Catholic school trustees and public school trustees are specified in sections 95 and 196 of the Education Act, R.S.O. 1980, and in section 19 of the Municipal Elections Act (see Appendix E1-E2).

26. The areas of greatest concentration are Vanier (63% of the population is Francophone), the northeast section of Ottawa (44%), and the rapidly growing urban areas of Gloucester (43%), and Cumberland (50%). The proportion is significantly lower in the urbanized parts of the region's west end; in the southern and western rural areas it is as low as 6.5%. In Nepean and Kanata, growth has been

substantial and will continue, although the ratio of Francophones is only 6.3% and 5.5%, respectively.

27. Ministry of Education, Ontario, Statistics Branch, 1985.

28. Statistics Canada, Ottawa-Hull 1981 Census of Canada, Catalogue No. 95-715 (Ottawa, 1982).

29. Ibid. and Statistics Canada, Catalogue Nos. 95-921 and 95-715 (Ottawa, 1982).

30. R. Mougeon and M. Heller, The Social and Historical Context of Minority French-Language Schooling in Ontario (Toronto: Ontario Institute for Studies in Education; forthcoming).

31. Statistics Canada, Catalogue No. 95-715 (Ottawa 1982).

32. Mougeon and Heller, The Social and Historical Context.

33. Circulars include The Formative Years, (Toronto, 1975) and Ontario Schools, Intermediate and Senior Divisions, Grades 7-12/OACs (Toronto, 1984).

34. Denis Carrier et al., Université d'Ottawa et la Francophonie Ontarienne (Université d'Ottawa, Ottawa, 1985).

35. Chagnon, Trends.

36. Ibid.

37. Ottawa-Carleton board financial reports, 1985.

38. Ministry of Education, Business and Finance Branch, Ontario.

39. Commission on the Financing of Elementary and Secondary Education (Macdonald Commission), Report (Toronto, 1985).

40. Ministry of Education, Ontario, Statistics Branch 1985.

41. Ottawa-Carleton Review Commission (Mayo Commission), Report; Ministry of Education, Ontario, Government Statement; Commission on Financing of Elementary and Secondary Education (Macdonald Commission), Report.

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